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# CHALLENGING CRIME

The Boston 1970 Comprehensive Justice Plan

KEVIN H. WHITE, MAYOR

THE MAYOR'S COORDINATING COMMITTEE  
FOR THE ADMINISTRATION OF JUSTICE

THE MAYOR'S ADVISORY COMMITTEE  
FOR THE ADMINISTRATION OF JUSTICE



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FOR THE ADMINISTRATION OF JUSTICE







CITY OF BOSTON  
OFFICE OF THE MAYOR  
CITY HALL, BOSTON

KEVIN H. WHITE  
MAYOR

April 17, 1970

Sheldon Krantz, Executive Director  
Governor's Committee on Law Enforcement  
& Criminal Justice  
80 Boylston Street  
Boston, Mass.

Dear Sheldon,

I am pleased to submit to the Governor's Committee on Law Enforcement and Criminal Justice the comprehensive criminal justice plan for the City of Boston in 1970. The plan results from much work and cooperation by the staff and members of my Coordinating Committee for the Administration of Justice, my Advisory Committee and the staff of the Governor's Committee.

I hope that the Governor's Committee will be able to fund these worthwhile programs, which augur well for our planned effort to make Boston a better and safer city.

Sincerely,

KEVIN H. WHITE  
Mayor

KHW:lt



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Superintendent  
Boston Police Department

Daniel J. Sweeney, Chairman  
Boston Police Patrolman's  
Association

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## I. INTRODUCTION

The City of Boston, in cooperation with the Governor's Committee on Law Enforcement and the Administration of Justice and the Federal Law Enforcement Assistance Administration, is initiating a four year action program to meet the challenge of crime in an urban society.

### A. The Situation

<sup>1</sup>  
In 1968 there were 40,000 major offenses in Boston, up 25% from the 33,000 in 1967. Specifically, in 1968 there were 100 criminal homicides, 190 forcible rapes, 2,200 robberies, 1,500 aggravated assaults, 6,900 burglaries, 5,900 larcenies (\$50+), and 16,200 auto thefts. Boston, with 11.4% of the population, accounted for 25% of the index crime in Massachusetts in 1968, and accounted for 44% of all the serious crimes committed against persons in the state.<sup>2</sup> (See Appendix A at page 85.)

These statistics do not tell us much about the impact of crime upon the lives of individuals: about the physical injuries, the economic loss, and the loss of social mobility caused by fear.

Recently, an eighty-four year old man was badly beaten in the elevator of a South End housing project for ninety cents worth of change.

In certain areas of this city, 43% of the people do not go out on the street at night except when absolutely necessary. In these same areas 19% of the people carry weapons when they do go out. Poor people spend money on taxis because they are afraid to walk or to use public transportation; people are afraid to talk to those they don't know;



others - if they are able - move out of their homes to other neighborhoods.<sup>3</sup>

"The most dangerous aspect of a fear of strangers is its implication that the moral and social order of society are of doubtful trustworthiness and stability. Everyone is dependent on this order to instill in all members of society a respect for the person; when people do not have this respect the security that comes from living in an orderly and trustworthy society is undermined. The tendency of many people to think of crime in terms of increasing moral deterioration is an indication that they are losing their faith in society. And so the cost of the fear of crime to the social order may ultimately be even greater than its psychological costs to individuals."<sup>4</sup> As part of the far reaching justice program it is undertaking in 1970, Boston will take immediate action to alleviate the burden of crime in the higher crime rate districts.

The broad objective of this plan is to improve the quality of life for all of Boston's citizens, and in particular to reduce the social and economic impact of crime upon the community. The basic strategy is to focus upon the victims, the offenders, and those geographic areas where crime occurs, upon the conditions which produce crime and upon the functioning of the criminal and social justice system. The mandate of the Mayor's Coordinating Committee for the Administration of Justice is to develop programs within the purview of the existing criminal justice system. Programs have been developed in full cognizance of the fact that criminal justice is dependent upon the broader establishment of a system of social justice.

The criminal justice system has a great potential for dealing with individual instances of crime; it was not designed to eliminate the conditions in which most crimes are bred. Society insists that individuals are responsible for their actions, and the criminal process operates on that assumption. However, society has not devised ways for insuring that all its members have the ability to assume responsibility; it has left too many of them to grow up untaught, unmotivated, and unwanted.

Therefore, "warring on poverty, inadequate housing and unemployment is warring on crime. A civil rights law is a law against crime. Money for schools is money against crime. Medical, psychiatric, and family counseling services are services against crime. More broadly, and most importantly, every effort to improve life in the inner-cities, is an effort against crime. Communities' most enduring protection against crime is to right the wrongs and cure the illnesses that tempt men to harm their neighbors." <sup>5</sup>

Government programs for the control of crime are unlikely to succeed alone. We must develop a more sophisticated understanding and appreciation of the complexity of the urban social system. This will in turn require the development of a new, dependable, and lasting partnership between government, private industry, social and cultural associations, and private groups of affected citizens. <sup>6</sup> Boston is particularly fortunate to have available many talented, creative, and dedicated people, many of whom are new to positions of responsibility or who have emerging interest in the criminal justice system.

In order to avoid the danger pointed out by the Violence Commission of "pouring new money down old drains" and "thereby reinforcing rather than reforming inadequate criminal justice institutions and perpetuating the polarized attitudes which exist today," the city will sponsor and evaluate alternate approaches to the problems, where the methods of solution are not perfectly understood.

The city recognized in its planning and in its programs that in the last analysis, as has been stated by the President's Commission on the Causes and Prevention of Violence, "safety in our streets requires nothing less than progress in reconstructing urban life."<sup>7</sup> In the meantime, "at least as much attention to the courts and correctional systems (as to the police) will be necessary if much progress is to be shown in reducing street crime."<sup>8</sup> "The time is upon us for reordering...(our)...priorities and for a greater investment of resources in the fulfillment of two basic purposes of our constitution - to establish justice and to insure domestic tranquility."<sup>9</sup>

B. SPECIFIC PRIORITIES: A Description of the Needs of the Justice System.

The Mayor's Coordinating Committee for the Administration of Justice identified problem areas through discussions with those people directly involved in the justice system and through an analysis of available data. Attached as Appendix B (at page 89) is an outline of the problem areas which were identified. The second step - recognizing an ongoing commitment to attempt to alleviate or to correct any and all problems affecting criminal or social justice in the community - was to select those areas where the needs were greatest. In the following eleven areas the need was deemed greatest. They were selected for the first - 1970 Action Stage of the comprehensive plan:

1. Boston needs to develop adequate citizen security in its high crime rate areas. Generalized fear and the deteriorating quality of life in Boston demand that this be a goal of highest priority. (For proposed strategy see page 9.)

2. Boston needs to improve police response time and resource allocation. The police department recognizes that the techniques used to allocate men and vehicles may be subject to improvement. The President's Crime Commission indicated that a policeman arriving at the scene of a crime in 3 minutes makes an arrest in 65% of the cases; after 10 minutes he makes an arrest in only 45% of the cases.<sup>10</sup> (For proposed strategy see page 15.)

3. Boston needs a district court prosecutor program. Less than 1% of all crimes that are committed result in cases that actually go to trial; 50% of the trials result in the dismissal of



charges; and in 90% of those cases dismissed or where an acquittal results, the defendants go on to commit other crimes. (For proposed strategy see page 27.)

4. The criminal court system can be made more effective.

The district and superior courts need, among other things, assistance in scheduling cases, new approaches to the handling of records, continuances, bail, and improved prosecution to improve the overall quality of court operations, and indirectly, the quality of justice. (For proposed strategy see page 31.)

5. The rehabilitation function of the correction system needs to be greatly improved. In Massachusetts, 67% of the men released from Walpole State Prison repeat and 55% of the men released from Norfolk State Prison repeat. (For proposed strategy see page 37.)

6. Boston needs new approaches to dealing with youth crime and juvenile delinquency. As long as statistics of any kind have been compiled they have shown that the age group, 15-24 is most crime-prone. Nationally, this age group is the fastest growing in population. Also nationally, the highest arrest rate in the country for serious crime is held by 15-year-olds. (For proposed strategy see page 43.)

7. Boston needs to develop alternatives to the present system for dealing with violent crime. The FBI has stated, in effect, that homicide is basically a social problem and not one that is readily susceptible to police responses. Homicides occur "behind locked doors"; in 80% of the cases they occur amongst individuals who know each other. (For proposed strategy see page 49.)



8. Boston needs an effective drug program. There has been a 1,000% increase in drug arrests in Boston since 1965. Nine times as many people have died during the past 12 months from heroin as died the previous year. (For proposed strategy see page 55 and Appendix C at page 95 .)

9. Boston needs a comprehensive alcohol program. 19,000 of the approximately 32,000 total arrests in the City of Boston in 1968 were for drunkenness. Almost half of these came out of one police district comprising 5% of the geographic area of the city. And all of those arrested, less than one in a hundred received any treatment. (For proposed strategy see page 59.)

10. Boston needs new or renewed approaches to other specific crimes, including robbery and burglary, auto theft, vandalism, white collar crime and shoplifting.

According to the Uniform Crime Reports, Boston reported the highest auto theft rate and the highest robbery rate in the country. (For proposed strategy see page 65.)

11. Boston needs a metropolitan-level criminal justice agency. "Most cities have no central collection and analysis of criminal justice information; ...no mechanism for planning, initiating, or evaluating system-wide programs, or for setting priorities; (and)...no specialized staff to keep the Mayor or other head of Government regularly informed of the problems and progress of public safety and justice. Crime receives high level attention only as a short-term reaction to a crisis. An effective system does not exist." <sup>11</sup> Boston is no exception. (For proposed strategy see page 73.)

NOTES

## II. THE PLAN

### A. BOSTON - 1970: A Strategy for Improving Citizen Security In High Crime Rate Areas

#### 1. Objective

Immediate and effective action in the highest crime-rate areas of the city is the objective of highest priority for the 1970 Boston Plan. The primary intent of the Safe Streets Act was to make the streets safe; this is where the Boston Program is going to begin. There are streets, neighborhoods and housing developments where citizens do not feel secure even behind their locked doors. A nation, a city or a neighborhood that is terrorized by crime is not truly free. The Constitution, at the outset, was designed to "establish justice and to insure domestic tranquility."

There are many citizens within this city that are not enjoying the benefits of an ordered Free Society. The major objective of this, and directly and indirectly, of all other programs, must be to insure those benefits as soon and as effectively as possible.

#### 2. Background

Five years ago the President's Crime Commission, studying the high crime-rate areas of Boston, found that the fear of crime had caused people in this city to make major changes in their lives. Five out of every eight individuals had changed their habits in some way because of this fear. Some had made as many as four or five major changes (Table 1). A substantial number of persons had taken special measures to protect themselves from crime (Table 2).

TABLE I

CHANGES IN HABITS AND ATTITUDES  
REPORTED AS A RESULT OF FEAR OF  
CRIME IN BOSTON - 1965

SHARE OF POPULATION

ITEM

|     |                                                        |
|-----|--------------------------------------------------------|
| 43% | Stay off streets at night altogether                   |
| 21% | Always use cars or taxis at night                      |
| 35% | Will not talk to strangers anymore                     |
| 20% | Desire to move out of neighborhood<br>because of crime |
| 30% | " - in highest crime rate districts                    |

TABLE II

SPECIAL MEASURES TAKEN IN BOSTON  
TO PROTECT AGAINST CRIME - 1965

SHARE OF POPULATION

ITEM

|     |                                                  |
|-----|--------------------------------------------------|
| 28% | Put new locks on doors                           |
| 10% | Put locks or bars on windows                     |
| 9%  | Carry weapons                                    |
| 19% | Carry weapons in highest crime<br>rate districts |
| 82% | Keep doors locked at night                       |
| 25% | Keep doors locked day and night                  |
| 28% | Keep watchdogs                                   |
| 37% | Keep firearms at home                            |

Source: Task Force Report: Assessment of Crime,  
The President's Commission on Law Enforcement  
and Administration of Justice

At the present time, 60% of the crime in Boston occurs in a four district area which covers only 18% of the city and holds 27% of the population. One of these, District 4, has 25% of the Index crime in the city; however, it has only about 5% (2.4 square miles) of the total area of the city and 17% of the population. Index crimes (the most serious) in the district doubled from 5,000 to 10,000 in 1968 over 1967; while arrests rose less than 2% from 11,900 to 12,100.<sup>1</sup>

District 4 is the South End and Back Bay, a mixed cultural area bordering downtown Boston on the one hand and predominantly black Roxbury on the other. As elsewhere in the country, that majority of law-abiding citizens who live in disadvantaged areas face a much higher probability of being victimized than the residents of most higher income areas including almost all suburbs. Nationally, for example, the probability of non-whites suffering from serious crimes, except larceny, is 78% higher than for whites. The probability of being raped is 3.7 times higher among non-white women. The probability of being robbed is 3.5 times higher for non-whites in general.<sup>2</sup> (The President's Commission on Violence indicated the victims of violent crime more often had incomes below \$6,000.)<sup>3</sup>

The President's Commission on Law Enforcement and the Administration of Justice, in its report, "The Challenge of Crime in a Free Society", pointed out "one of the most fully documented facts about crime is that common serious crimes that worry people most -- murder, forcible rape, robbery, aggravated assault and burglary -- happen most often in the slums of the large cities. Study after study in city after city in all regions of the country have traced the variation in the rates of these crimes. The results with monotonous regularity, show that the offenses, the victims, and the offenders are found most frequently in the poorest, and most deteriorated and socially disorganized areas of cities."<sup>4</sup>



### 3. The Strategy

In two to four model areas of the city, Boston will develop a coordinated approach to improved citizen security, involving 1) community residents, 2) the police department, and 3) other relevant city and local agencies.

These areas will be chosen on the following bases:

- a. They will have very high relative crime rates, although not necessarily the highest; those areas may be so far deteriorated as not to lend themselves to experimentation.
- b. A serious social impact will have been felt from crime in the area.
- c. Viable citizen resources, such as a tenants council, or some other organized social structure will exist that can be brought to bear on the problem.
- d. Geographic or other boundaries will exist which allow a program to be undertaken with limited resources, which program is of a scale likely to have some impact on the community.
- e. A variety of social and housing configurations will be sought, including perhaps a public housing area and a discrete "neighborhood."

Having chosen and evaluated the areas, their inhabitants, characteristics, incomes, and so forth- city, community and law enforcement resources will be brought together in a coordinated experimental action program for citizen security. We envision that

the techniques used might include surveillance by the elderly, police supervised youth patrols and the young used as information sources, and the education of all residents in methods to promote their own security.

Analytic and evaluative phases of the program will also be undertaken, 1) to measure the effects of the programs and 2) to assess the degree to which the measures may be successfully exported to other areas of the city.

Finally, there will be some substantial coordination between this series of steps, and other parts of the Plan that bear upon Citizen Security. These include the following: 1) under Part B of the Plan, for the improvement of police effectiveness, a resource allocation program to more effectively focus the talents and resources of the police department on the problems of serious crime; 2) the Boston Police Department proposes to establish an experimental district, where the Department and other agencies will conduct a concentrated attack on street crime in that district.

#### NOTES

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## B. BOSTON - 1970: A Strategy for Improving Police Effectiveness

### 1. Objective

Probably the most pervasive complaint of Boston residents about their city government at the present time is the delay in police response time. Throughout Boston, people are demanding that this response be faster. With the objective of aiding the police to more effectively allocate their resources - which, in turn, will improve their effectiveness in responding to emergency calls - Boston will undertake a number of programs in 1970.

### 2. Background

The Boston Police Department currently has 2,614 men, 3.7 for every 1,000 residents (versus 2.7 nationally).<sup>1</sup> Geographically, (excluding water areas), there are 54 men per square mile. The relatively higher number of policemen in Boston than in other cities is generally traceable to 1) the influx of non-residents during the day, which virtually doubles Boston's population, 2) the non-law enforcement functions performed by the department, such as 37,000 ambulance runs annually, and 3) the decentralized structure of the department. The city does not intend to hire more police officers at this time, but desires to make a scientific study of methods to improve the utilization of the existing resources of the department, to achieve better communication with the street officer, and to demand less paperwork of him.

The President's Crime Commission Task Force Report on Science and Technology pointed out that the arrest rate is very

much a function of how soon the police respond to a call. The difference of two or three minutes in the first ten can mean a major reduction in the number of arrests brought about by the police. A study of robbery, which is being undertaken at the present time, indicates that in most robberies where an arrest takes place, it happens because the police arrived during its commission or shortly thereafter, and very often they apprehended the offender running down the street.<sup>2</sup>

### 3. Programs

- a. The Boston Police Department will conduct an in-depth study of resource allocation, including studies of car sector boundaries, and of patrol functions and the time required for those functions. This program will apply new techniques in operations research to develop new and effective bases for manpower assignments, with resulting reductions in response time. Specific combinations of innovative patrol techniques may also evolve from this analysis.
- b. A major improvement in the method of supervising and dispatching the patrol force is promised by implementation of the newly developed command and control system of the Boston Police Department. The system was designed by the department with the aid of Arthur D. Little, Inc., as its consultant, after an extensive analysis of the communications needs of the department.



The city has already funded a significant part of the acquisition of equipment for the system, but more funds are needed from the Federal Government. Of all the various proposals in the Boston plan, this one promises the most immediate effect on the availability of policemen on the streets when they are needed most.

- c. Boston in 1970 will undertake the installation of an automated information retrieval system planned by the department and Arthur D. Little. This program will result in a significant saving of time and man-hours and will, thereby, release more policemen to work directly with the problems of crime in the street.

A specific example of this type of innovation is the "miscel" system now in use in Boston which allows patrol officers to report back on their availability status without having to prepare written reports after each call. In 1968 this system saved Boston police officers about 28,000 hours. By reducing the demand for paperwork on the officer, a greater percentage of his time will be spent where the citizen wants to see him: on the street. In addition, a wide variety of valuable information now coming into the department will be more accessible for the use of operations personnel.

- d. In 1970 the Boston Police Department will establish an experimental police district (depending upon the availability of funding for this project). The department

will undertake a variety of experiments for patrol techniques in order to immediately deal with the problems of crime in that area and, secondly, to test and evaluate various police techniques in order to determine their applicability to other areas of the city.

For this proposal, the police will select an existing police district such as police District 3 which contains 68,000 racially mixed citizens of all incomes in a 3.8 square mile area. This area in 1969 underwent a 29% increase in serious crime while the overall increase in the city was 9%. A number of community groups have been actively working with the city agencies, including the police, to conteract this trend in this area.

Some of the techniques which are presently being considered for implementation in the experimental police district in 1970 are expansion of patrol coverage by the purchasing of additional vehicles for use in a take-home program in which officers assigned to and living in a district will keep patrol vehicles for personal use during off-duty hours.

Various other measures will be taken by the department in conjunction with this basic innovation, including additional communications equipment, experimentation with different

patrol strategies, testing a new field reporting system, reducing the number of police ambulance runs through a program with Boston City Hospital, expansion of the existing community relations program, and encouragement of carefully controlled citizen involvement and information patrol, surveillance, education and security techniques. Also being considered is a program with the Dorchester District Court for more efficient use of court appearances by police officers.

- e. Boston in 1970 will undertake to greatly expand and improve its capability to solve crimes through analysis of physical evidence. The Supreme Court has indicated in its decisions that there must be continued expansion of the reliance upon this type of evidence in the future.

While the courts have been narrowing the use of testimonial evidence, particularly confessions, they have encouraged the use of physical evidence, such as blood tests and alcohol tests. Moreover, there is a general expectation on the part of the burglary victim, for example, that the police will fingerprint and search for physical evidence. As science continues to make break-throughs in the areas of police technology in such things as voicegrams, scanning devices which can read license plates and fingerprints and identify them from a computer memory bank, law enforcement agencies must be ready to most effectively utilize these developments.

The Boston Police Department is fortunate to have recently hired a highly skilled chemist who is thoroughly conversant in the forensic field to develop and operate a modern laboratory for the city and the adjacent metropolitan area. In the coming year the Boston Police Department will initiate a program to greatly expand the facility and capability of its criminalistic laboratory. This program will be closely coordinated with the current expansion of the State Police Laboratory.

- f. In the coming year, the Boston Police Department will seek to improve its capability in combating organized crime. It was recently noted in a Congressional Hearing that Massachusetts was one of the major states in the country in which an organized crime family was operating. The recent trials of Patriarca and Angiullo, the testimony of Barron, as well as the Patriarca wire tap by the FBI that was published by the press, can leave little doubt that there are present within this area a number of major organized crime personalities. It does not take too much of a leap in logic to indicate that there must be a significant amount of organized crime activity to warrant their presence.

In the coming year, if funds are made available, the organized crime section of the Boston Police Department will purchase its own equipment and hire personnel, on a case by case basis, to assist in particular investigations.



The City of Boston will undertake, in cooperation with the police, an analysis of the statistics which are available which relate to organized crime, including the number of arrests within the city for particular types of offenses such as gambling, their location, the type of police activity involved, the results of the prosecution.

The Boston Police Department will cooperate with the Governor's Committee on Law Enforcement and the Administration of Justice in developing investigative and information gathering capabilities, and in establishing coordinating procedures with the U.S. Department of Justice, the FBI, the Food and Drug Administration, the Office of the Attorney General, the Office of the District Attorney, and with groups of concerned citizens and other private agencies.

Other appropriate steps will be taken: for instance, one of the major organized crime problems in this city for the past several years has been the rash of gangland murders. In those cases where a conviction was obtained it was obtained primarily through the use of information supplied by an informer. This, more than anything else, clearly demonstrates the need for witness immunity legislation as well as other legislation designed to deal particularly with this type of crime. The city will undertake active support of the passage of such legislation.



- g. The new Police Academy will be opened in 1970 and the Police Department will acquire new instructors, audio visual aids, and will develop new curricula and innovative training techniques for a continuing in-service training program.

The new facilities will enable the department to handle an entire new class of one hundred and twenty recruits simultaneously with as many as fifty patrolmen and superior officers undergoing in-service training.

The department may seek discretionary funds to provide college and graduate-level education, and to provide for police in-service experience in specialized areas of criminal justice.

- h. In the coming year, the Boston Police Department will seek to strengthen its community affairs program. In the summer of 1968 the department created a new Bureau of Community Affairs commanded by a Superintendent. A community services officer of the sergeant or lieutenant rank is located in every station throughout the city. Funds are needed to strengthen their community relations activities, particularly those which have proven successful, (including the school-police seminars,) and to develop a training program to expand the community services officers program.

"My Friend the Policeman" is a good example of a police community relations program which has helped to develop constructive cooperation and involvement between the police department and the residents it serves. Begun in 1968 by a resident of the Orchard Park Housing Project to increase the communication between the Boston Police Department and

the residents of Boston, the curriculum is open to children of ages 7 through 12. Children are enrolled in a 12-week course beginning with instruction in the basic principles of safety, continuing with visits and instruction in various operations of the police department. The classes visit Brandegee Estates to observe the training and use of the police horses and dogs, the headquarters for the Harbor Police, Police Headquarters at 154 Berkeley Street, and a fire station. At the conclusion of the course a graduation ceremony is held and diplomas are awarded by the captain of the police district in which the children reside. From its beginning two years ago, the program has developed from District 9 to three police districts ( 9-Roxbury, 10-Roxbury Crossing and 11-Dorchester), acquiring in the process a great deal of resident, city and police department involvement and support.

Complementing any funds received under the Safe Streets Act for police-community relations is a grant from Housing and Urban Development (of approximately \$104,000) for the 1970 Model Cities Police-Community Relations Program as approved by the Boston City Council in November, 1968. In January, 1970 H.U.D. accepted this program as administered by the Coordinating Committee for the Administration of Justice with ultimate evaluation by the Model Cities Administration. In this program, heavy emphasis will be placed on development of a Police-Community Institute to operate educational and recreational programs for Model Cities area police and residents.

- i. The police department is now developing plans for effective use of the \$18,000 granted to the city for the purpose of analyzing its recruitment needs, including policewomen and members of minority groups and college or even law school students in the area. The city is in a favorable position to combine this 1969 action grant with H.U.D. Model Cities funds in Boston's Police-Community Relations Program.
- j. The Boston Police Department will attempt to hire a psychiatric consultant, in large part as an addition to the expanded in-service training program at the new Academy. Currently, the department has no psychiatrist available for consultation, training or for any other purpose.

The police department will also move to hire a full-time legal advisor (to be designated an Assistant Corporation Counsel and to be hired jointly by the Police Commissioner and the Corporation Counsel). The department now makes use of the part-time services of the First Assistant Corporation Counsel. If other funds are available in addition to \$15,000 already appropriated by the city, the department will staff a 24 hour-a-day legal office and increase legal instruction at the Academy.

- k. Numerous other areas for improving police effectiveness exist in Boston for which no funds are requested in this plan. Important examples are 1) a system for referring non-criminal cases to the particular agencies best suited

to resolving them, and 2) metropolitan and regional programs, such as crime laboratory, police academy, information system, and communications activities.

NOTES





C. BOSTON - 1970: District Court Prosecutor Program

1. Objective

On an experimental basis, the city will attempt to assist the police and courts by adding a lawyer trained in prosecution skills to handle all pre-trials and trials in a district court.

2. Background

In our eight courts, as in virtually every district court, police officers act as prosecutors: either the arresting officer or a police officer assigned to the courts full time will prosecute. No statute or judicial decision has been uncovered which authorizes the police prosecutor system. The practice dates back to the late nineteenth century and has become firmly established throughout the state as an acceptable, if imperfect, method for representing the interests of the Commonwealth in the district court criminal process.

"There is no established policy for distinguishing cases to be tried by the arresting officer and cases tried by the regular police prosecutor. There have been instances when an arresting officer represented the state in a complex probable cause hearing, while simultaneously in another courtroom, the regular police prosecutor<sup>1</sup> handled routine drunkenness charges."

Boston police recruits receive about eight weeks of formal training in the law. Officers, once appointed, receive in-service training and gain experience in prosecuting cases. In a difficult case, an experienced prosecutor may rely upon the district court

judge to step in and pull the threads of the prosecution's case together.

Arguments on motions, when they are brought, tend to pit judge and defense counsel as adversaries. The police prosecutor participates only to comment upon the facts underlying the defendant's motion. Regardless of how lengthy his experience, he has little more than a capsule knowledge of controlling court decisions. The burden falls upon the judge to first develop the arguments in opposition to the motion, and then rule as to who has<sup>2</sup> made the better argument.

Boston remains one of the few cities in the country where the initial prosecution of criminal cases is conducted entirely by police prosecutors. At a time when the presentation of evidence, motions to suppress and other aspects of every criminal trial are subject to possible scrutiny and reversal for reasons increasingly complex and technical, police officers and the criminal justice process stand to benefit from utilizing the training and specialized skills of Assistant District Attorneys at the District Court as well as the Superior Court level. Each law school in the Boston area now conducts a carefully supervised and practical course for third year students in the prosecution of criminal cases; these programs will be an important resource.

### 3. The Program

Boston proposes to begin by funding one or more experienced Assistant District Attorneys to take over the prosecution of all criminal cases except perhaps minor misdemeanors in one district court. Problems of turnover and inexperience may jeopardize such an

experiment unless well controlled. It is hoped that the prosecutor would, in addition to presenting cases, participate in the drawing of charges and recommend referral of particular defendants into community resources other than the criminal courts.

NOTES



D. BOSTON - 1970: Improving the Criminal Court Process

1. Objective

In order to improve the effectiveness of the judicial process in the district and superior courts the city will undertake and support a number of programs beginning in 1970.

2. Background

Boston Municipal Court (BMC) is a district court administered by its own Chief Justice; the remaining seven district courts in Boston are part of 72 courts administered as a single district court system. There is no requirement that the two (BMC and the district system) follow similar record keeping procedures; in fact, the statistics kept are dissimilar, making useful comparisons of the courts' criminal cases virtually impossible.

The district courts play a central role in almost every criminal case in Massachusetts. Of the total criminal case load of Massachusetts in 1968, about 2600 cases (less than one-half of one percent) by-passed the district court entirely.<sup>1</sup> During the year 1968, 541,024 criminal cases were brought in the Massachusetts district courts. By comparison, in the same period, 11,982 criminal charges were brought as new cases and 11,371 appeals were brought to Massachusetts Superior Courts.<sup>2</sup> Not only are most criminal cases brought initially to the district court, but approximately 96% of all criminal matters in the state are finally disposed of at the district court level. When drunkenness offenses are included, 80 to 90% of the individuals tried in district courts plead guilty.<sup>3</sup>

The Boston Municipal Court reported 214,959 entries in 1967 and 124,602 in the previous year.<sup>4</sup> Over half of these cases were motor vehicle violations, while about half of all other criminal charges concerned drunkenness or operating under the influence of intoxicating liquor.



Drunkenness and petty offenses are cleared quickly from the district court's daily docket. These lower courts encounter little of the overwhelming backlog of cases that has come to characterize most urban criminal courts. Most defendants charged with drunkenness plead guilty, sentencing is almost always accomplished on the spot, and the entire process seldom takes more than five minutes. In addition, the police prosecute only one-third of the defendants arrested for drunkenness, further reducing the number of cases to be tried. In traffic cases virtually all the defendants pay the prescribed fine by mail or in person without actual court appearance. In those courts which handle a large number of cases such as the Boston Municipal, Roxbury and Dorchester Courts, guilty pleas and trials take place in special traffic sessions. In the rare instance when a traffic "trial" does take place the hearing merely consists of testimony by the arresting officer and the defendant. Of other urban courts studied in the past few years only Baltimore appears as free of backlog as the courts in Metropolitan Boston. Baltimore, like Boston, has a decentralized court system where each court serves a distinct geographical area within the city limits.

One of the main problems in criminal law enforcement is the delay between indictment and trial (the backlog) in the superior court. A case becomes progressively less actionable with time, as witnesses move, die, and lose interest, and memory dims. Liberalized bail procedures put a very large number of indicted persons out on the street; trial delays keep them there. In one city, a knowledgeable detective reports that in his opinion 80% of the crimes are committed by persons out on bail.<sup>5</sup>

Part of this backlog arises from an increase in the number of criminal cases tried in the superior courts. Part arises out of new procedures which are time consuming and will become increasingly so each year.

A part of the superior court's burden might be alleviated by giving the district court concurrent jurisdiction over two common felonies which are rarely punished by anything more severe than a house of correction sentence: forgery cases in any amount, and breaking and entering in the nighttime, except where the offense would have constituted burglary at common law.

Studies have been made of the summons process, bail, and the administration of the lower courts. The Governor's Committee in cooperation with the Lawyers' Committee for Equal Rights Under Law undertook a careful study of the entire lower courts system. The Governor's Committee is seeking in 1970 further funds to complete its analysis and will begin implementation of some of the recommendations that have resulted from its findings.

### 3. Strategy

The city will undertake a careful examination of the results of the lower courts study, as well as the results of studies conducted about summonses and bail. Wherever appropriate, the city will seek to implement or to support the implementation of the recommendations of those reports. The city will support further court analysis and implementation of the findings of the Governor's Committee on Law Enforcement and Administration of Criminal Justice.

In particular, the city will seek to implement, or support the implementation of the following programs:

#### a. Court Management:

The city will support the creation of a single, unified system of courts subject to centralized administrative management, and it will support the hiring of professional court administrators to assist judges in their management functions. It will

support expanded use of scheduling and witness call systems to reduce unnecessary appearances and waiting, immediate hearings, and - excepting cases where there is an immediate hearing on the arrest or charge - the substitution of a sworn statement for the appearance of the arresting officer at the initial court appearance.

b. Summons and Bail Projects:

The city will support implementation of the bail reform act, and programs leading to increased pre-trial releases, on personal recognizance, of all but that small portion of defendants likely to flee or commit dangerous acts prior to trial. Work which promises to help police in the direction of releasing as many arrested persons promptly upon serving them citations or summonses - requiring future court appearance - instead of bail will be encouraged.

c. District Court Prosecutor and Early Referrals:

The city is supporting a prosecutor program within the district courts, to help assure that offenders who deserve criminal sanctions are not released, and that other offenders are either released or diverted to non-criminal methods of treatment; will support explicit policies of dismissal or informal disposition in the cases of certain marginal offenders; and will seek to unify the ancillary agencies of the district courts, the prosecutors, defenders, and probation services, wherever appropriate prosecutor and defense counselors should share information secured independently and when such sharing appears likely to lead to early disposition.

d. Sentencing Reforms:

The city will support the recodification project presently being undertaken, in particular as it reexamines the penal codes with a view to simplifying the grading of offenses, and removing mandatory prison terms, long maximum prison terms, and ineligibility for probation and parole.

In cases of persistent habitual offenders and dangerous criminals, judges should have authority to impose extended prison terms. Sentencing codes should include criteria designed to help judges exercise, with discretion

1) indeterminate sentences for demonstrably dangerous individuals, 2) alternate sentencing (For example, an offender would get five years, or until such time as he learns a trade, under the continuing supervision of the judge) and 3) a generally expanded role in post conviction procedures following the offender through his parole, etc.

e. Community-Based Corrections

Early identification and referral of offenders for whom full criminal sanctions do not appear warranted to qualified community resources will aid Boston's courts greatly. The city is supporting numerous programs to this end, including those found in the Community-Based Rehabilitation and Juvenile Delinquency sections of this plan, and the LEAA-funded juvenile rehabilitation project Judge Poitras is undertaking in Boston's juvenile court.



NOTES



E. BOSTON - 1970: Establishing a Community - Based  
Rehabilitation Program

1. Objective

Correction officials themselves, in a recently conducted national poll, indicated that they felt the present corrections process was essentially a failure.<sup>1</sup> Boston in 1970 will undertake a new and innovative program of rehabilitation for offenders and potential offenders. It will do so by providing - in a number of treatment modules - the type of emotional and environmental security best suited to a given individual in the rehabilitative process. In order to accomplish this result, the city is undertaking a four-part program.

2. Background

Former Attorney General of the United States, Ramsey Clark, stated that the most important single statistic relating to our present system of corrections was the fact that approximately 65% of those individuals who go to jail go on to commit other crimes after their release. The picture in Massachusetts is not significantly different. A recent study of recidivism showed that 67.1% of the men released from the Massachusetts Correctional Institution at Walpole and 54.5% of the men released from the Massachusetts Correctional Institution at Norfolk were recommitted to a Federal, State or County institution on a sentence of at least one month within a 2½ (Walpole) and 4 year (Norfolk) period.<sup>2</sup>

"... a major goal of an offender's contact with the criminal process is said to be corrective -- rehabilitation followed

by reintegration into the community, with enhanced respect for law. Yet, the opposite is often true: the typical prison experience is degrading, conviction records create a lasting stigma, decent job opportunities upon release are rare, voting rights are abridged, military service options are curtailed, family life disruptions are likely to be serious, and the outlook of most ex-convicts is bleak. The expectation of the community that released offenders will be "corrected" is matched by outdated laws and community responses which tend strongly to defeat those expectations."<sup>3</sup>

Most individuals who commit crimes suffer from emotional problems or are in other ways socially maladjusted. At the present time incarceration serves to intensify that maladjustment: the individual is separated from his social ties, family, community, and from those possessions which contribute to his self-esteem. He is placed in a cell with a society of other maladjusted individuals, in which society it is an embarrassment to have committed only a minor crime.

The educational structure of this society is based upon criminal careers, and for the most part prepares the individual only for the participation in such a career. In the meantime, his family, if he has one, is apt to go on to welfare or to create a life without him. Such an individual is less well equipped to participate in society when he is released from jail than when he was at the time he entered it. Our corrections process must develop more humane and effective rehabilitation.

### 3. The Program

The city will establish an innovative rehabilitation program

based upon the development of environmental treatment modules, in conjunction with other community based programs to rehabilitate and to reintegrate an individual into the community. These modules will be basically residential centers providing varying degrees of emotional and physical security, somewhat analagous to the wards of a mental health hospital. The city will seek to implement a system whereby an individual at any stage of the criminal justice process can be referred to that residential center which can most effectively contribute to his rehabilitation.

At the present time, such residential centers as do exist are based upon judicial classifications, such as a juvenile halfway house, a parolee halfway house, a probation residential center, a pre-release center, a post-release center, or facilities established for alcoholics or for drug problems. The city's system will be based upon the premise that the most effective classification for rehabilitation of an individual is not likely to be based upon the position in the legal process where he is found, but upon the state of his mental health. The city would treat the illness or maladjustment which causes an individual's anti-social behavior. For example, drug addicts may be better separated from one another and mutual benefits might be derived from juveniles associating with adults. Instead of setting up a residential center for each new type of problem that arises or for each judicial classification, the city believes it would be more meaningful to divide the available residential centers in terms of the basic mental health needs of the offender population. This rehabilitation program will be undertaken in four parts, then, several of them started simultaneously in 1970:

- a. The city will undertake to assure that records,

personnel, and offender/patients will be coordinated among the six departments with responsibilities in the area: corrections, youth services, parole, probation, court clinics, and mental health.

This initial step is designed to maintain uniform records and coordinated personnel and patients so that an individual might be moved within the system to whichever residential treatment module would best serve the functions of rehabilitation.

b. The city is undertaking in 1970 - with The Cox Psychiatric Research Laboratory of Massachusetts General Hospital - the development of a clinical testing screen which will help to determine:

- (1) The specific rehabilitation requirements of individual patients.
- (2) What types of environmental treatment modules might be needed and in what quantity, based upon the kinds of offenders found in the population.
- (3) A basis for the evaluation of various treatment techniques.

c. The third part of the program will be to design the various residential centers or facilities, determine who should be the administrating agencies, i.e. whether certain houses should be run by sub-contracting

agencies such as DARE while others might be run by the health or corrections department, depending upon the treatment needs and those methods which have proven most successful.

- d. A number of these centers would be constructed or would begin operation. Money presently allocated for residential facilities through other agencies would be coordinated under this program.
- e. Finally, the city will explore other community-based approaches to rehabilitation. It will support the establishment of a facility for, and the expansion of the work-release program at the Deer Island House of Correction.

#### NOTES





## F. BOSTON - 1970: Youth Crime and Juvenile Delinquency

### 1. Objective

In 1970 the city will undertake a number of programs designed to deal with the major problems presented by youth crime and juvenile delinquency. Today one of the most shocking statistics is that the highest rates in the country for serious crime arrests are for 15 year olds, followed closely by 16 year olds.<sup>1</sup> Moreover, most crime and the major arrest rates for almost all serious crimes are for those aged 15 and 24 years.

### 2. Background

In Boston in 1968, 17 to 20 year olds contributed the second highest number of murders and manslaughters (of any one group measured in four year increments; the highest was 25 to 29 year olds). The 17 to 20 year olds contributed the highest number of forcible rapes, the highest number of robberies, the highest number of aggravated assaults, and the second highest number of burglaries, (exceeded only by the age group under 16); contributed the highest rate of automobile thefts, (exceeded only by those individuals under 16); the highest rate for stolen property, the second highest for vandalism, (exceeded only by the under 16 age group); the highest for prostitution and commercialized vice; and the highest number of violations of narcotics laws (the next highest age group was 21 to 24).<sup>2</sup>

Juvenile delinquency appears to be genuinely a forerunner of adult crime under the current system of criminal justice. Studies have revealed that the earlier a juvenile's arrest is brought to

court for sentencing the more likely he is to carry on criminal activity into adult life; that the more serious his first offense is, the more likely he is to commit a serious crime; and the more extensively he is processed by the police, courts, and correction systems, the more likely he is to be arrested, charged, and convicted, and imprisoned as an adult.

As James Q. Wilson recently pointed out "...because there are more young people every year and because young people have always had a higher crime rate than adults; because the size of the younger group is increasing twice as fast as that of the older group, over the next ten years California can expect an increase in the number of serious crimes by 55% (the crime-susceptible age group will at the same time increase in size by 110%). What appears to be a crime explosion may, in fact, be a population explosion. Eventually, if birth rates decline (as they have been doing recently), the number of people in the crime-susceptible age group will no longer be so disproportionately larger than the number of people in other, older, age groups. At that time, the crime rate figure on the conventional basis -- number of crimes divided by the total population -- will come down." Wilson went on to state, "For the present, the only sure way we know of fighting crime is birth control."<sup>3</sup>

In the meantime, the focus of any realistic strategy for prevention of crime must include that group in the population from which the major percentage of the offenders are drawn. If we are to take significant steps in regard to the crime problem, we must be particularly aware of that age group of young people who are most crime-prone. It will be necessary to establish programs that reach

out into the community and make contact with high school dropouts and other teenagers who need channelling into employment and other socially acceptable outlets for their energies. It will be necessary to reach young individuals who can be identified early by their environment or other problems as being susceptible to becoming delinquents.

In order to accomplish these results, Boston is initiating in 1970 a strategy for dealing with delinquents and potential delinquents.

### 3. The Program

At the present time, the city has a creative Youth Activities Commission and at the present time there are 25-35 youth activities workers in the field, working on street corners and housing projects with young people. The 1970 Boston Program will be closely coordinated and supportive of the work of this city agency:

- a. A study of the role played by Youth Activities Commission Workers will be conducted, to determine the most effective way of utilizing their energies in the field. Follow-on objectives will be 1) to determine what information they should have available, whether they should have specific case loads assigned, and whether they should handle specific kinds of referrals, etc.; and 2) to determine what programs should be developed to most effectively aid them, particularly in such areas as dealing with individuals who are using drugs.

- b. The city proposes to establish - in coordination with the Governor's Committee on Law Enforcement and Criminal Justice - a Youth Resources Bureau closely coordinated with, and supervised by, the Youth Service Board and the Youth Activities Commission to act as a center for the provision of services and expert referral in such areas as employment counseling and job training, etc.
- c. The Youth Activities Commission is developing its own proposal which will be supported by the city for certain types of training for its members. This proposal is being submitted to the National Council on Crime and Delinquency.
- d. The city is supporting, in one city area, a program developed by the Roxbury Court Clinic to provide a consulting service to various neighborhood organizations. This program will provide expert counseling to such programs as teenage drop-in centers, on subjects such as school problems, job problems, or physical or mental health problems. One team could then provide - to various community organizations - the types of expertise which any single organization cannot afford, and also provide effective coordination between various health programs, and city, state and Federal programs which might be available to a given organization.
- e. The city will undertake a specialized program of therapy to seriously troublesome, potentially delinquent children. Under the Boston State Hospital Community



Health Program, the city will support early identification and treatment of delinquent and potentially delinquent youth. An early age has been chosen as a focus for this Program because it is believed that there will be an increase in the probability of successful prevention and treatment.

As our understanding of the learning process progresses, younger and younger ages appear to be critical periods for the development of skills and personality traits. The ages 3, 6, and 8 have been hypothesized as marking the end of the period during which the basic outlines of personality structure are developed. This program - to identify and treat potential delinquent youth - will focus on target populations composed of very young (3-6 year olds) and very troublesome children.

The program will work with welfare mothers in the home through already established channels of communication and community services. The program will be directed toward teaching the mothers in particular the techniques of behavior modification therapy.

- f. The city will undertake to plan, evaluate and establish a drop-in high school to provide - to those individuals who are so motivated - training in such areas as photography, creative writing, dramatics, painting; employment skills such as computer programming, auto mechanics, typing and shorthand; and other courses.

It is envisioned that the program will be run in an unstructured environment utilizing motivational techniques such as are currently being employed at a younger level at the store-front learning center in the South End of Boston and in a similar drop-in high school project in the city of Washington, D.C.

#### NOTES

G. BOSTON - 1970: A Strategy for the Prevention of Violent Crime

1. Objective

The city will initiate a program of study, planning, and action to develop alternatives to the traditional police approaches to violent crime in order to reduce that crime in Boston. It is important to note that this program will be undertaken in addition to programs to improve police effectiveness.

2. Background

Murder, rape, and aggravated assault are the crimes that America fears the most. These violent crimes which have the greatest psychological impact on the community, also produce the greatest social costs and economic loss.

In Boston in 1968 there were 102 homicides. Homocide in the city has increased 200% in the last ten years. From 1958 to 1961 the number of murders in Boston hovered around 30. In 1962, with a rash of stranglings and the beginning of the gangland war, the number jumped to 52. By the end of 1968 there were still 21 1967 murders that were unsolved. In 1968 there were 25 murders in the South End of Boston alone; more murders than in the total City of Boston in 1960. (Figures 1 and 2.)

In 1968 there were 191 forcible rapes and 4,239 reported assaults, including both aggravated and non-aggravated.<sup>1</sup>

Few Americans realize that violent crime (except robbery) most often takes place between two individuals that know each other. This is true of 80% of the murders and 66% of the aggravated assaults

FIGURE 1

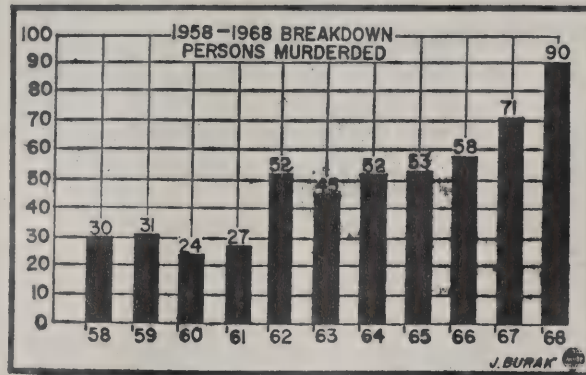


FIGURE 2

| <i>Where They Died</i> |                         |        |
|------------------------|-------------------------|--------|
| DIVISION               | AREA                    | NUMBER |
| 1                      | Back Bay                | 2      |
| 2                      | Mattapan                | 9      |
| 4                      | South End               | 25     |
| 5                      | Hyde Park, West Roxbury | 3      |
| 6                      | South Boston            | 4      |
| 7                      | East Boston             | 0      |
| 8                      | Harbor                  | 1      |
| 9                      | Roxbury                 | 29     |
| 10                     | Mission Hill            | 10     |
| 11                     | Dorchester              | 4      |
| 13                     | Jamaica Plain           | 1      |
| 14                     | Brighton                | 1      |
| 15                     | Charlestown             | 1      |

Source: The Boston Police Department,  
as reported in the Boston Globe,  
December 15, 1968, page 47.

and rapes. James Q. Wilson pointed out in a recent article that "aggravated assaults, for example, are rarely practiced by unknown, cold blooded assailants on innocent victims. On the contrary, two-thirds of such assaults involve hot-blooded assailants venting their fury on family or friends who themselves are probably to share in the blame for the event."<sup>2</sup>

"As far as violent crime goes, even the police despair since so much of it takes place in private places which police patrols cannot reach until it is too late. A murder or an assault can - and does - take place inside an apartment no matter whether there are one, two, or ten policemen outside on the sidewalk."<sup>3</sup>

The FBI has pointed out that violent crime is not susceptible to basic police procedures, as it is mainly a social problem.<sup>4</sup> "The capacity of the police to deal effectively with such a highly personal matter as conjugal disharmony is, to say the least, limited...(it is) an activity for which few policemen - or people of any profession - are qualified by temperament or by training."<sup>5</sup> The President's Crime Commission Report: The Challenge of Crime in a Free Society: "...there is a strong impression in police circles that intervention in these disagreements causes more assaults on policemen than any other encounter."<sup>6</sup> In fact, the New York City Police Department estimates that 40% of its men injured in the line of duty were hurt while responding to family disturbances,<sup>7</sup> and according to the FBI one of every five policemen killed in the line of duty dies trying to break up a family fight.<sup>8</sup>

Many citizens are not willing to use the police as an



intermediary agency. Crime Commission figures indicated that there are at least twice as many assaults as were reported. The major reason - accounting for 50% of the aggravated assaults not reported - was that it was a private matter and the non-reporting person did not want to harm the defendant.<sup>9</sup> "The private nature of most such assaults is shown by the difficulty the police have in making a charge of felonious assault stick - although three-fourths reported assaults result in an arrest, and four-fifths of the arrests result in formal charges being preferred, only a third of those charged are convicted on the same charge. Friends and relatives tend to drop charges, or change their stories once tempers have cooled."<sup>10</sup> A woman who is being beaten by her husband has the option of calling the police, or doing nothing. This is sometimes tantamount to a choice between having her husband locked up and perhaps going on welfare - on the one hand - or having him return several hours later, even more irate from the police intrusion.

In those cases where the victim and offender know each other there is usually some type of prior warning sign on the part of the person's conduct. Studies indicate that in 20% of the cases of assault where an argument was a key factor, there had been a prior argument. There is also a high frequency of alcohol involvement, which is an index of a number of other social problems. Individuals who commit violent crime often have been arrested for a prior serious crime. In 75% of the cases of arrest for a violent crime the offender has been arrested for a prior serious crime. In a significant proportion of cases the defendant was arrested for the same crime previously.<sup>11</sup> Other types of behavior such as aggressive driving, or striking a child too hard may be the precursor of serious violent

behavior. For those faced with aggressive or violent behavior (or for those perceived to have or perceiving such tendencies in themselves), an alternative to calling the police is required. A high percentage of serious violent crime might be averted if an alternative is developed which victims and aggressors are willing to contact, and which is trained to cope with this behavior.

Many of our aggressive responses are a product of our cultural and formal educational backgrounds. Ultimately we must teach children responses to frustration other than aggression and violence, if we are to attempt to deal with the problem at its roots.

### 3. Strategy

In 1970 the City of Boston - with Dr. Frank Ervin of the Cox Psychiatric Research Laboratory of the Massachusetts General Hospital - will seek to develop an alternate and complementary system for the traditional police response for dealing with violent behavior, in addition to encouraging social reform and programs to improve police effectiveness. This program will examine in its initial phase a number of approaches to the problems of violent behavior, including:

- a. Evaluation of the concept of public clinics, and a campaign to stimulate public awareness of the kinds of problems and situations which erupt into violent behavior. Such a program might be advertised by the mass media or in subway posters, alerting individuals to specific warning signs of serious violence. The posters might ask such questions as "Did you hit your child too hard today?", "Do you drive too fast?", etc.;
- b. Evaluation of family crises training for the police, and in particular crises training at the academy level;

- c. Evaluation of the possibility of utilizing a mobile psychiatric unit to respond to individual or police family crises calls;
- d. Development of tests to identify violence-prone individuals, and development of special educational and remedial courses for such individuals;
- e. Evaluation of the use of indeterminate sentences for certain types of violent crime;
- f. Development of supervisory and treatment procedures for violent offenders;
- g. Evaluation of the utility of an index of social conditions which correlate with violent crime and suggest measures of relief for those conditions.
- h. Evaluation of the need for a maximum security facility in the City of Boston for treatment of violent individuals;
- i. Evaluation of the need for establishing a research facility for the study of violent behavior, utilizing a multidisciplinary approach, in order to develop prevention and treatment procedures.

NOTES

H. BOSTON - 1970: "TURN OFF" - A Program to Meet the Challenge of  
Narcotics and Harmful Drugs

1. Objective

The city has begun "TURN OFF" as a comprehensive attack on drug abuse, to involve intensified programs of treatment, education, neighborhood action, and law enforcement.

2. Background

Figures recently compiled for the Coordinating Council on Drug Abuse showed that there were, conservatively, 4000 heroin addicts in Boston, and heroin use has increased tenfold since 1965.

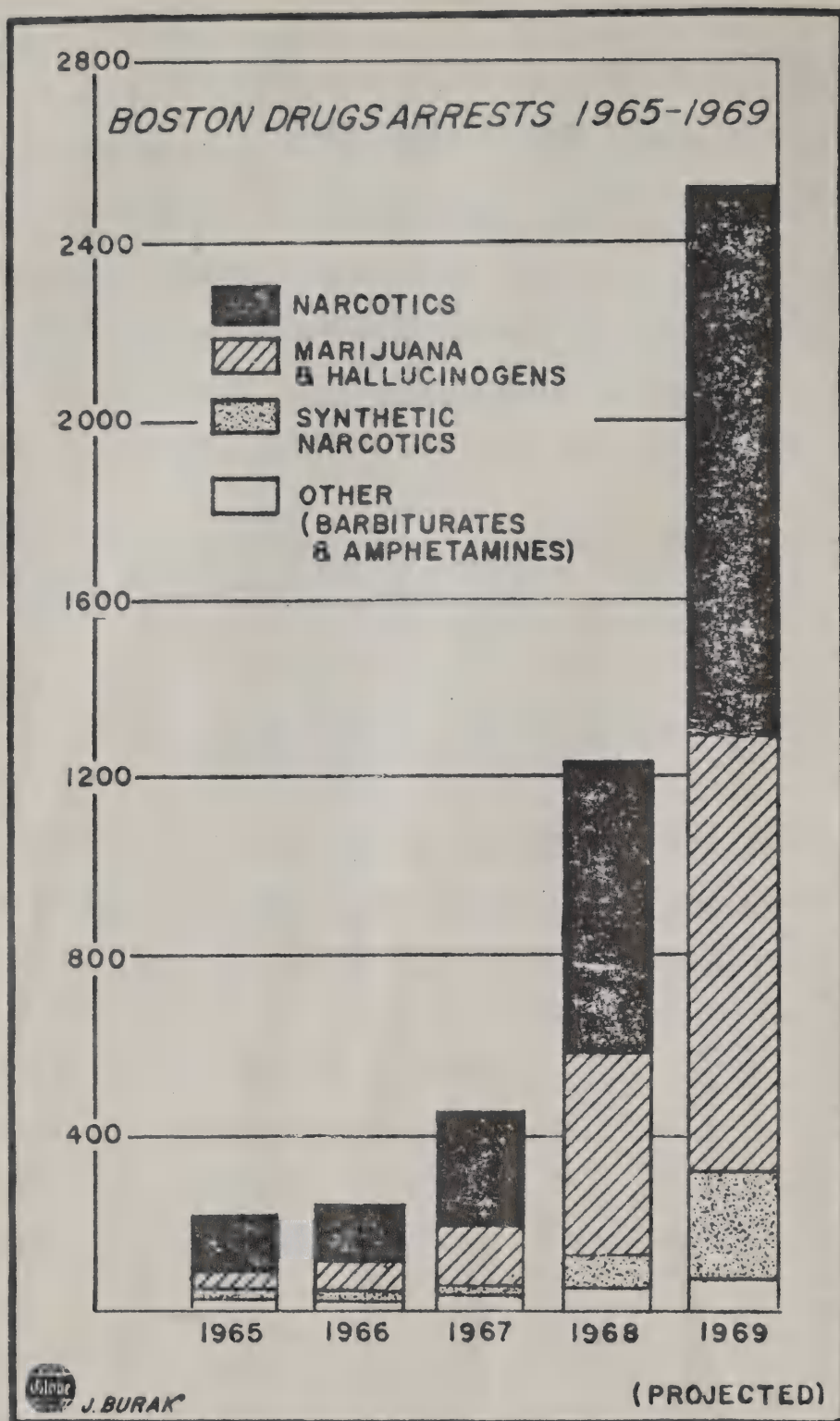
The average age of the drug user in Boston has dropped from 27 five years ago to 21 today. In 1965, 126 persons were arrested for heroin and other hard narcotics, 30 for marijuana, 29 for synthetics (demerol, methedone, etc.) and 25 for miscellaneous offenses for a total of 210. In 1968 and 1969 the arrests were (and are expected to be), for the same categories (See Figures 3 & 4):

|                          | <u>1968</u> | <u>1969</u> |
|--------------------------|-------------|-------------|
| Narcotics (incl. heroin) | 637         | 1230        |
| Marijuana                | 437         | 970         |
| Synthetics               | 68          | 247         |
| Others                   | <u>49</u>   | <u>68</u>   |
| Total                    | 1227        | 2515        |

According to a police source, 40% of the minor crime and larceny in Boston is connected with drug using, and this growth then would also be reflected in those statistics.<sup>1</sup>



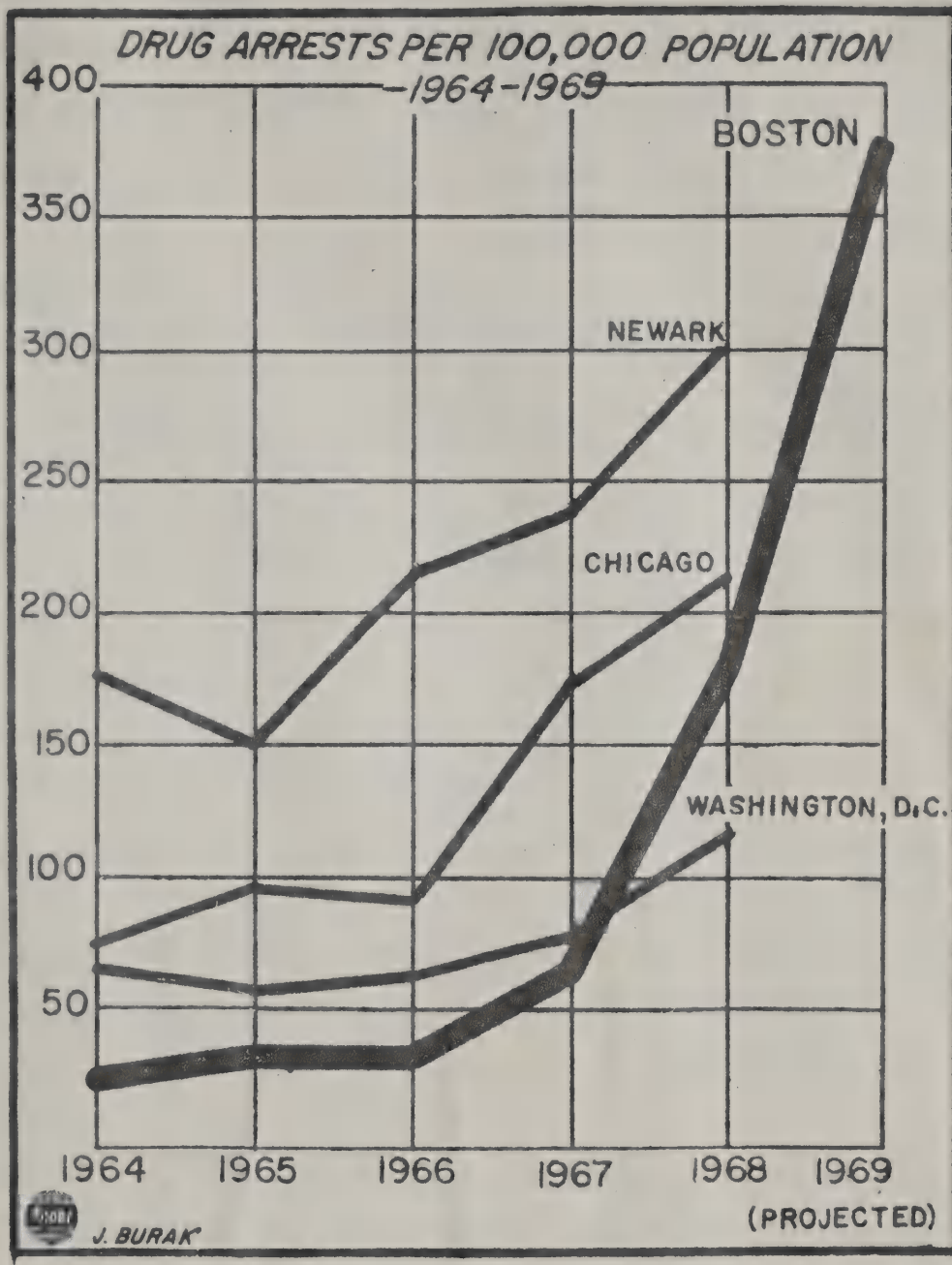
FIGURE 3



Source: Shown as reported in the Boston Globe, Oct. 31, 1969 from the report of Hallgring and Martin, consultants, to the Mayor's Coordinating Council on Drug Abuse.



FIGURE 4



Source: Shown as reported in the Boston Globe, Oct. 31, 1969 from the report of Hallgring and Martin, consultants, to the Mayor's Coordinating Council on Drug Abuse.

### 3. The Program

The Mayor's Coordinating Committee on the Administration of Justice is seeking \$100,000 in Block Grant funds for the Residential Treatment Centers section of the following program, and \$150,000 from an LEAA Large City Special Grant, to form a \$250,000 Federal participation in a program which will cost a total of \$950,000 in 1970 (approximate). The Treatment Centers will be developed in conjunction with the Community - Based Rehabilitation Program (II.E. above). The program, "TURN OFF" has been developed by the Mayor's Coordinating Council on Drug Abuse. (See Appendix C at page 95.)

### NOTES

## I. BOSTON - 1970: Drunkenness

### 1. Objective

The city proposes to establish a detoxification and rehabilitation program in a long overdue effort to cope with the problems of alcohol in the city. The program will be undertaken in concert with an established community-based program, a hospital, or with the State Department of Public Health.

### 2. Background

Massachusetts has over 200,000 known alcoholics and Greater Boston is second only to San Francisco in its alcoholism rate. Although the alcoholic problem and drunkenness is currently receiving less public attention than drugs, the problem is far more pervasive and serious, in terms of the numbers of people involved, the cost to society, and the age of the problem. "The events of 1863 in Boston... changed the emphasis of attacks on the city and its police....the ancient problem of the regulation of drink rose up once more."<sup>1</sup> Nothing significant has been done since.

Alcohol is a major problem for the Boston law enforcement system: of 31,507 arrests in 1968, 18,889 were for the offense of drunkenness. While the problem of arrests for drunkenness has shown a steady decline since 1954 when there were 25,680 arrests for that offense, a significant portion of police and court time is taken up with dealing with this offense.<sup>2</sup>

Close to 50% of all the Boston drunk arrests are made in Police District 4. The Boston University Community Mental Health Center overlaps the same area as Police District 4.

The city recognizes the need for a detoxification center located in this concentrated area. Although the facility will service the entire city, the location in that area is basically dictated by the local alcoholic problem, the availability of services of the Boston

City Hospital, the Boston University Mental Health Center, and others in the community. Possible alternative sites or controlling facilities include the government center mental health facility and the Boston City Hospital.

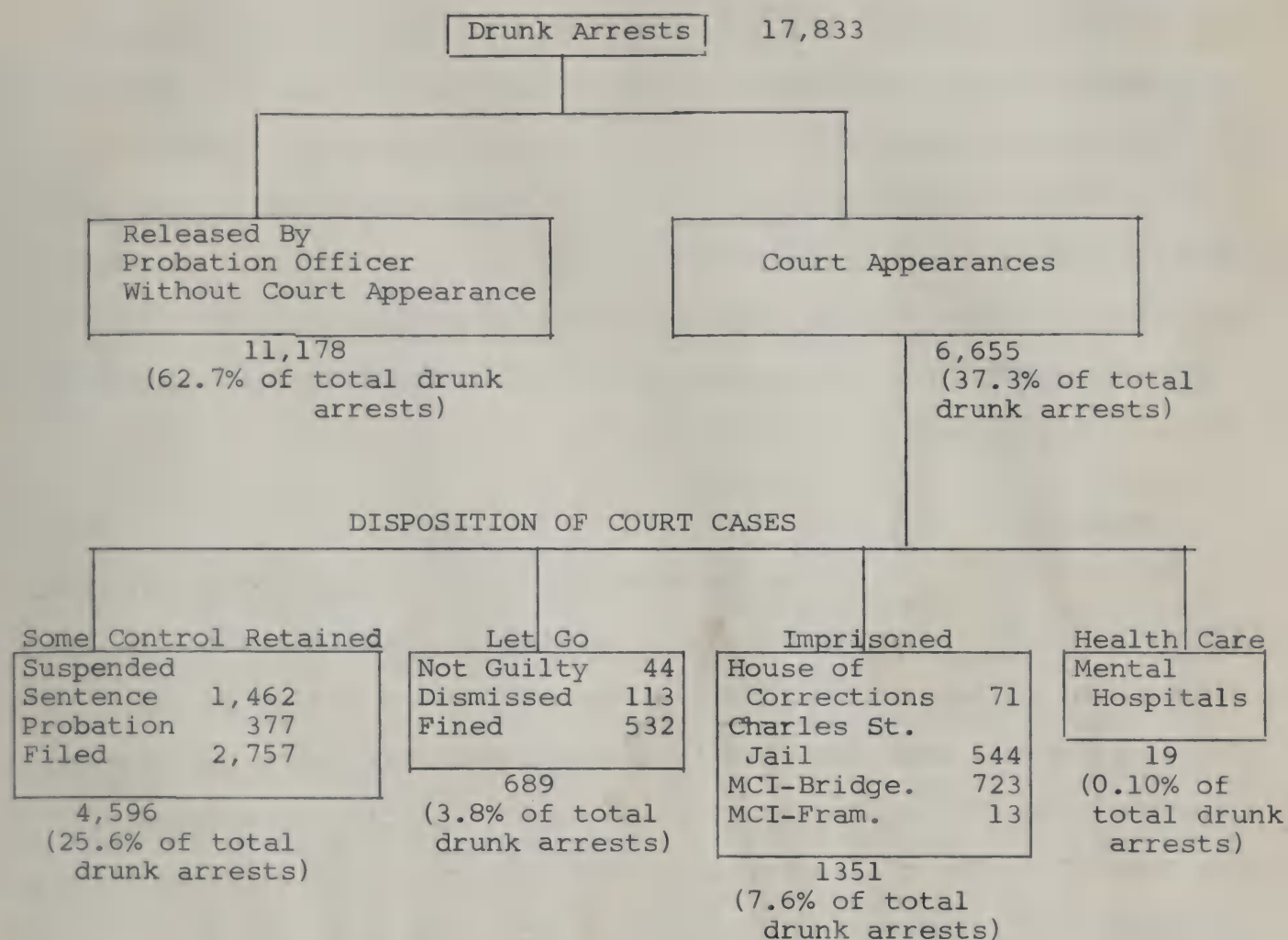
What happens to an individual arrested for drunkenness in Boston is charted in Figure 5. Approximately 2/3's of the individuals arrested for drunkenness are released by the probation officer, while 1/3 go on for a court appearance. The court disposes of the drunkenness offender usually by releasing him in one way or another. Only 7.6% of all drunk arrests are disposed of through imprisonment. Referral by the courts for health care is virtually non-existent.

The problem of alcohol covers not only court cases but also the general alcoholic who is not a police offender. Only 5% of all alcoholics are of the Skid Row type; the other 95% are functioning, but are on the inevitable road to either death, jail, the mental hospital, or skid row. It is therefore necessary to create improved services for both types of problem drinkers. The problem is self-perpetuating in that more than half the alcoholics come from homes where one or both parents were problem drinkers. Thirty to forty percent of the nation's delinquency stems from homes where there is excessive drinking.

The Law Enforcement Assistance Administration and the St. Louis Police Department have collaborated since 1965 on the development and operation of a detoxification and diagnostic evaluation center. The results have been of demonstrable benefit to the individuals involved, the police department, the courts, the correctional agencies and the entire community. For example, the average time spent by a St. Louis police officer on a drunk arrest in 1966, before

FIGURE 5

Dispositions of Boston Drunkenness Arrests For 1967



Source: Report on the Comprehensive Alcoholism Treatment and Rehabilitation Act, of the Attorney General's Task Force on Alcoholism.



the center began operation, was 95.8 minutes; in 1967, using the center, the equivalent figure was reduced 50.2% to 47.7 minutes. Court cases dropped from 409 to 268 and inmate days from 3,325 to 1,941 over the same period. A survey of 260 male patients located four months after discharge from the center showed that over 50% of the patients significantly improved their employment, income, health, housing and drinking situations.<sup>3</sup> Although difficulties in gaining judicial acceptance of this approach have discouraged similar programs in Boston in the past, the Mayor's Coordinating Committee for the Administration of Justice believes that the experiment may now be successfully undertaken.

### 3. The Program

In terms of a comprehensive approach to the problem of alcoholism, the city supports the Comprehensive Alcoholism Treatment and Rehabilitation Act (House 1506) as prepared by the Office of the Attorney General and submitted to the Massachusetts State Legislature in 1969. The city's program will be consistent with the program of the State Division of Alcoholism and the Office of the Attorney General. Furthermore, if and when any facilities are established by the city they will be so structured that they could be integrated into a comprehensive state approach to the problem.

The establishment of a detoxification center is merely a first step in the process of recovery and rehabilitation of an alcoholic. In the language of the state's task force report,

"All the program elements, as outlined, are not necessarily required by every alcoholic. There are many different types of alcoholics and the needs of every single alcoholic will vary from another. For example, the attached alcoholic is not likely to require shelter, while for the homeless alcoholic there is a major need. Therefore, different

"communities and geographic areas, depending on the distribution and the nature of alcoholism in the community may place different emphasis on some service elements as compared to others. Such flexibility and particular comprehensive alcoholic program by the community is essential."

Thus the city envisions a comprehensive program including evaluation, medical care, in-patient care (acute and chronic), halfway houses and out-patient clinic care and service available twenty-four hours a day, seven days a week. As in the case of comprehensive mental health programs, all the facilities comprising a comprehensive alcoholism program need not be under one roof. Boston will be flexible in the facilities used, including the best public health and state mental health facilities available, as well as private facilities. The essential ingredients in the choice of facilities are 1) that they have a positive attitude towards and a willingness to help the alcoholic; 2) that they are located geographically so as to maximize the reciprocity and continuity of care among all such facilities; 3) that they are willing to coordinate their efforts with one another with vital self-help programs such as Alcoholics Anonymous and Al-Non, and with voluntary alcoholism agencies; 4) and that they have sufficient know-how and status to both attract and train manpower.

The residential treatment facilities would be part of a larger community-based mental health and corrections rehabilitation system. This system envisions a number of treatment modalities among which patients, staff and records could be exchanged. A person would be placed within this system according to the nature of his particular rehabilitation requirements, without regard to whether he was a parolee, an alcoholic or a drug addict, save where that distinction was of assistance in rehabilitating him.

NOTES

J. BOSTON - 1970: Approaches to Other Specific Crime Categories

Property crimes (robbery, burglary, larceny, auto theft, and shoplifting) and the vandalism and civil disturbances categories of criminal and social problems are not treated explicitly anywhere else in this plan.

Most are referenced and approached under other categories, as auto theft in the juvenile delinquency section of this report. In each crime category, the city's specific approaches follow:

1. Robbery, Burglary and Larceny

Fifty-three percent of the 4,200 robberies, 15% of the 47,000 burglaries, and 20% of the 30,000 larcenies (over \$50) - which the FBI reported occurred in Massachusetts in 1968 - occurred in Boston, which has 11% of the state's population. Of these crimes, robbery seems to have the most serious impact upon the society, because of the greater fear it seems to inculcate, and Boston has the highest rate in the nation. It is the major crime with the highest interracial content: 45% of robberies nationally involve blacks robbing whites - very often young blacks and somewhat older whites. Another 30% of the robberies involve black offenders <sup>1</sup> and victims.

The greatest proportion of the robberies are committed by repeat offenders. In the FBI's Careers in Crime study 33% of those arrested for robbery had records of arrest for robbery.

These principal property crimes (auto theft is treated below) are those most susceptible to reduction through improved police techniques. Most robbery solutions are gained when the police arrive at or shortly after the event. Most of these crimes, unlike violent



crime, are undertaken by the offender as entrepreneurial business transactions, where risks are taken to gain rewards. As our system of justice for these crimes is based upon the threat of punishment as a deterrent (high risk), and the system fails to make that threat credible, then the rate of occurrence of these crimes rises. In Boston, the offender's odds are getting better.

The Mayor's Coordinating Committee and its staff will not focus upon these property crimes specifically. The fear they instill, and the perpetrators and victims of the crimes will be the focus, and such solutions as will come, will come through a combined improvement in the following areas:

- a. The police will be aided in their efforts to respond faster by the Resource Allocation Study we are undertaking;
- b. Crime Laboratory activities will make more identifications, and therefore more arrests possible;
- c. The District Court Prosecutor and other court programs should increase the rate of convictions;
- d. The Citizen Security Program will attack fear, and it and the Precinct Crime Analysis program may lead to new approaches to the ultimate reduction of crime; and finally
- e. Early identification of youthful offenders will reach the largest part of the offender population.

## 2. Automobile Theft

Boston ranks first of the nation's cities in its car theft rate. The reported offenses grew in 1968 over 1967, and seem to have taken a slight downturn in 1969. (We have postulated that this may be a result of the steering lock mechanisms found on new cars).



Over two-thirds of the cars stolen in Boston last year represented joyrides.<sup>2</sup> Nationally, the FBI reports that 15 year olds have the highest arrest rate for auto theft, that 81% of teenage thefts are committed for purposes of joyriding or convenient transportation, that 80% of the cars stolen were unlocked, and that 40% had the key inside in the ignition.<sup>3</sup> In Boston, due to extremely high insurance rates, it is almost impossible for a young male to own a car. -- That fact, combined with the role of the auto in America as a symbol of masculinity and status may contribute to Boston's excessive rate of teenage theft.

The relationship between auto theft and other criminal activities is imperfectly understood. Accidents are of course the most obviously tragic consequences of a stolen car. The National Safety Council says the stolen car is 200 times more likely to be involved in an accident than when driven by its owner.<sup>4</sup>

The damage to young lives is incalculable. More than half of the inmates of Federal juvenile penal institutions were convicted of inter-state transportation of stolen cars, and they represent only a small portion of the country's young offenders, as the majority of car theft cases are handled by the states. Frequently young car thieves are not only thrown in with hardened criminals or chronic delinquents, but they are also exposed to harsh and primitive jail conditions.

A criminal record can affect the youngster's chance of getting into college; lessens the chances of getting any job; rules out civil service, government and those other jobs which require bonding;

prevents acquisition of a drivers license; shuts the door to practicing law; and blocks a commission in the armed forces.

The city proposes to seek immediate relief through a program of evaluation of the effects of the new locking (and other security) devices upon auto theft. Should an appreciable effect be found, legislation to make these devices compulsory in the city and state will be sought. Other types of relief will be sought and evaluated as well, including: a) the possibility of Massachusetts becoming a title state to increase the rate of recoveries; b) new, rapid measures for identification of stolen vehicles; and c) analysis of offenses, in an effort to predict likely theft situations, such as sporting events that may be followed by rashes of joyrides. Finally, auto theft will be covered specifically in the city's juvenile delinquency program.

### 3. Vandalism

The U. S. Office of Education estimates that the cost of criminal vandalism in U.S. public schools alone is more than \$100 million. Some \$10 million is spent on the replacement (nationally) and repair of pay phones.<sup>5</sup>

Vandalism is not well charted in Boston. The Planning Staff of the Mayor's Committee proposes to study the problem explicitly to determine the scope and cost of the crime. The Commissioner of Parks is particularly interested in new and innovative approaches to the problem. Vandalism will also come under scrutiny as the city undertakes its juvenile delinquency program.

#### 4. White Collar and Other Crimes

The so-called "white collar" crimes committed by persons of high status and social reputation are almost impossible for the present law enforcement agencies to cope with. Excepting perhaps the Attorney General's and others' interest in crimes against the consumer, prosecution is sporadic and arbitrary: para-legal agencies (the Better Business Bureau) can exert only censure in the most serious cases; and the courts are not equipped to "punish" corporations. The Crime Commission pointed out that "the price-fixing by 29 electrical equipment companies (about 10 years ago) alone probably cost...the public, more money than is reported as stolen by burglars in a year."

New approaches to the investigation of these crimes must be sought, including increased sophistication in accounting techniques, automated data processing and the like.

#### 5. Shoplifting and Employee Crimes

Every year businesses experience major losses through shoplifting, employee theft, and embezzlement. As is the case with white collar crimes, the real scope of the problem is imperfectly charted and understood by public agencies. Most of the investigatory and pre-trial activities are carried out by private contractors and the tradesmen and employers themselves.

The Planning Staff of the Mayor's Committee will undertake to assess the scope and nature of the problem and to determine what procedures might reduce this problem.

## 6. Civil Disturbances

Most recently in April of 1970 in the City of Cambridge a peace rally which began in Boston erupted into violence in the streets. Broken windows, lacerations, and fires were the consequences. The police are asked to deal with such problems with little guidance and little specialized crisis prevention and control expertise. Other agencies that should be available to deal with the problems often are not available at times when they are needed. In many instances, community organizations are better equipped to deal with community tensions than official police agencies. At the present time, however, virtually no workable programs have been developed which allow community people to work in conjunction with law enforcement agencies for the maintenance of order.

In Washington, at the moratorium of November 15, 1969, the moratorium committee provided its own marshals. While these marshals manned the parade route, there were no incidents. It was only later, in an area where no marshals were present, that some of the more militant individuals provoked disturbances. The utilization of marshals, and other methods of making civil protestors responsible should be developed.

Mr. Frank O'Rourke, with the Mayor's Committee, has developed a plan for handling judicial emergencies, such as dealing with hundreds, or even thousands of defendants very suddenly.

The city needs to develop plans for dealing with a number of different kinds of civil disorder, however, and police crisis training must take into consideration racial disturbances, protest by youthful dissenters, and, for example, the kind of violence that can, and has erupted after sporting events.

Possibly specialized equipment such as closed circuit televisions should be used; certainly training is required. In the long term, we must seek non-violent resolutions and means to those resolutions: the conflict is likely to increase.

#### NOTES





K. BOSTON - 1970: Developing a Metropolitan Level Justice Agency

1. Objective

Building upon the present planning staff of the Mayor's Coordinating Committee on the Administration of Justice, the city will establish in 1970 a metropolitan level Justice Agency.

2. Background

At the present time Boston has no ongoing agency or working mechanism to coordinate (or to act as a catalyst to bring together) police, courts and corrections. According to the President's Commission on Violence, the criminal justice system is, at the present time, a "...mosaic of discontent in which the criminal process, public officials and institutions are bound together with private persons in the cause of reducing crime. Each sees his own special mission being undercut by the cross purpose, or malfunction of others. As they find their places along the spectrum between the intense concern with victims on one hand and total preoccupation with reforming convicted law breakers at the other, so do they find their daily perceptions of the justice system varying or in conflict. The conflicts, in turn, are intensified by the fact that each part of the criminal process in most cities is overloaded and undermanned, and most of its personnel are underpaid and inadequately trained."<sup>1</sup>

At the present time the only link between police courts and corrections is the arrested defendant. Moreover there is no central collection or analysis of criminal justice information at the city level. There is no focal point for formulating a crime budget which

is based upon needs rather than individual agencies' requests.<sup>2</sup> Prior to the establishment of the Mayor's Coordinating Committee on the Administration of Justice there was no mechanism for planning, initiating, or evaluating system-wide programs, or for setting priorities. There is no specialized staff to keep the Mayor informed of the problems and the progress of public safety and justice. Crime receives high-level attention only insofar as short-term reaction to reaction to crises is required.

A former director of the Law Enforcement Assistance Administration (in the Task Force Report on Law Enforcement of the President's Commission on the Cause and Prevention of Violence) referred to the interaction of the various agencies concerned with criminal justice as "non-system of criminal justice".<sup>3</sup>

The Mayor's Coordinating Committee for the Administration of Justice is composed of key public officials from appropriate justice system agencies. The Mayor also has established a Justice Advisory Council, composed of individuals working within the present system of criminal justice, and of knowledgeable private citizens, to help promote the broad interest of reform. Under the supervision of these two Committees the City of Boston in 1970 proposes to establish a metropolitan level Justice Agency.

### 3. The Role of the Agency

The basic purpose of the new Justice Agency will be a) to allocate resources, b) to introduce innovation to the constituent agencies, so as to improve the fair disposition of cases and c) to develop mutual understanding and respect among the component parts of the system. The Agency will act especially to coordinate the

police, prosecutorial and correctional functions, and to establish special kinds of administrative ties to the courts and public defender offices in such a way as to be consistent with the essential independence of the judiciary and the defense. The City plans to expand its present staff to achieve a balanced perspective of the problems of public safety and justice.

The Mayor's Coordinating and Advisory Committees and their planning staff have developed this 1970 city plan with the help of the Governor's Coordinating Committee on Law Enforcement and Criminal Justice and the Law Enforcement Assistance Administration of the Federal Government.

In the coming year as the staff plans, administers and evaluates the programs described herein, it will also develop in its formal role as a metropolitan level Justice Agency. In this role, the following programs will be undertaken by the staff (given funding):

- a) The development of a system of budgeting for crime which will take into account the inter-related needs and the imbalance among individual agencies and jurisdictions.
- b) The establishment of a criminal justice information system as an adjunct to personnel, budgeting and legislative decisions, which will embrace not simply crime reports but arrests, reduction of charges, convictions, sentences, backlogs, detention population, crime prevention measures, an index of social conditions which correlate with crime, and other data essential to an informed process of justice.

- c) An auto theft study, a vandalism study, an analysis of the results of the Harvard Institute of Criminal Justice Robbery Study, and an evaluation of the results of the Harvard University study on the "combat zone" of Boston.
- d) The development of a computer model of the Boston Criminal Justice System, allowing imputed cost effectiveness to be used as a basis for establishing future priorities.
- e) A facilities study, to determine the need for development of new facilities to optimize the various functions of the Justice system.

#### NOTES



### III. FUNDING

#### A. Sources of funds

The following series of charts describe the size and types of funding the city is seeking for its programs in 1970. The sources of funds, in addition to LEAA State Block Grants, include unused funds allocated by the State last year, HUD-Model Cities funds for police-community relations, LEAA Discretionary Grants, and others. All funding which will be sought during fiscal 1970--even from these sources, however--is not necessarily mentioned on the charts.

#### B. Block Grant Approach

The city is strongly encouraging the State to adopt a single block grant approach to its funding of Boston's programs in 1970. The total of \$1,345,000 requested from the State's LEAA Block Grant--under this approach--can be utilized far more efficiently, whereby judicious shifts in individual program funding would be possible as it became apparent that some other programs could not usefully absorb the amounts allotted to them.

#### C. Matching Contributions

The charts following do not demonstrate the degree or nature of those matching contributions which will be required in most cases. The form which those contributions will take will be determined in large part by which programs are funded, and by whether or not the State adopts the block approach to the funding of Boston.

#### D. Long-Term Funding

Many, if not most, of the individual programs described in this plan are essentially experimental, or developmental, or "pilot" programs. Consequently, the funds requested for these categories do not necessarily reflect the probable levels of their future emphasis. Programs like that for citizen security, should the pilots prove successful, require considerably more funds for implementation on a system-wide basis.

Currently LEAA funds are directed at the analytic and program levels of activity. Broad implementation of findings and expansion of programs is not generally possible under the current funding orientation. The city hopes--because the future will require broad implementations of changes and innovations in the justice system--that LEAA will consider at length a facilities-level and other appropriate implementation-level funding programs.

| PROGRAM                                                  | LEAA<br>STATE BLOCK<br>GRANTS | STATE 1969<br>FUNDS* (to be<br>expended) | DISCRETIONARY<br>MONEY                                                         | OTHER FUNDS<br>(not city<br>matching)   |
|----------------------------------------------------------|-------------------------------|------------------------------------------|--------------------------------------------------------------------------------|-----------------------------------------|
| A. <u>Citizen Security in High Crime Rate<br/>Areas</u>  |                               |                                          |                                                                                |                                         |
| B. <u>Improvement of Police Effectiveness</u>            |                               |                                          |                                                                                |                                         |
| 3-a. * Resource Allocation Study                         | \$50,000                      |                                          |                                                                                |                                         |
| 3-b. Command and Control                                 | \$200,000                     |                                          |                                                                                |                                         |
| 3-c. Automated Records                                   | \$100,000                     |                                          |                                                                                |                                         |
| 3-d. Concentrated Patrol Experiment                      | Funds As<br>Available         |                                          |                                                                                |                                         |
| 3-e. Crime Laboratory                                    |                               | \$5,000                                  | F. Police Program<br>1; \$60-120,000<br>For Expanded<br>Laboratory<br>Services |                                         |
| 3-f. Organized Crime                                     | \$25,000                      |                                          |                                                                                |                                         |
| 3-g. In-Service Training                                 |                               |                                          |                                                                                |                                         |
| . Crisis Training                                        | \$25,000, or                  |                                          | J. Riot Control<br>& Disorders<br>Program<br>3; \$25-100,000                   |                                         |
| . Academy Teaching Equipment                             | \$5,000                       |                                          |                                                                                |                                         |
| . Executive Development                                  |                               |                                          |                                                                                |                                         |
| 3-h. Community Affairs and<br>"My Friend, the Policeman" | \$45,000                      |                                          | F. Police Program<br>3; \$25-50,000                                            | HUD - \$104,000<br>Model Cities<br>Area |
| 3-i. Recruitment                                         |                               | \$18,000                                 |                                                                                |                                         |

| PROGRAM                                                                                                                                                                                                                                                                                              | LEAA<br>STATE BLOCK<br>GRANTS | STATE 1969<br>FUNDS' (to be<br>expended) | DISCRETIONARY<br>MONEY                                                                                                                                    | OTHER FUNDS<br>(not city<br>matching) |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------|
| 3-j. Legal Advisor and<br>Psychiatric Consultant<br><br>3-k. Priorities (Not Funded)<br><br>Regional Programs Such as Crime<br>Laboratory, Communications<br>Network, Police Academy and<br>Information Storage and<br>Retrieval<br><br>Police and City Referral<br>Service                          |                               |                                          | F. Police Program<br>4; \$25,000                                                                                                                          |                                       |
| C. <u>District Court Prosecutor Program</u>                                                                                                                                                                                                                                                          | \$50,000                      |                                          |                                                                                                                                                           |                                       |
| D. <u>Courts (see F. Juvenile Delinquency)</u>                                                                                                                                                                                                                                                       |                               |                                          |                                                                                                                                                           |                                       |
| E. <u>Corrections--<br/>Community-Based Rehabilitation</u>                                                                                                                                                                                                                                           | \$200,000                     |                                          |                                                                                                                                                           |                                       |
| 3-a. Interphazing Correction, Youth<br>Service Parole, Probation,<br>Court Clinics, and Mental<br>Health for Rehabilitation.<br>(1) Records<br>(2) Personnel<br>(3) Patients<br><br>3-b. Clinical Testing Screen for<br>All Willing Persons Entering<br>or in the Justice System<br>(Develop & test) |                               |                                          | The city will<br>support an ap-<br>plication of the<br>Governor's Com-<br>mittee for dis-<br>cretionary funds<br>to complete a<br>lower court<br>project. |                                       |

| PROGRAM                                                                                                                                                                          | LEAA<br>STATE BLOCK<br>GRANTS | STATE 1969<br>FUNDS (to be<br>expended) | DISCRETIONARY<br>MONEY | OTHER FUNDS<br>(not city<br>matching) |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------------------------|------------------------|---------------------------------------|
| 3-c. System of Residential Treatment Centers Varying from Maximum to Minimum Physical and Emotional Security for an Integrated Justice and Mental Health System (Study & design) |                               |                                         |                        |                                       |
| 3-d. Construct Treatment Centers, Some Included Under Other Programs, i.e. Drugs, Alcohol Corrections, but All Integrated into the Community-Based Rehabilitation System         |                               |                                         |                        |                                       |
| F. <u>Juvenile Delinquency</u>                                                                                                                                                   |                               |                                         |                        |                                       |
| 3-a. Role Study For Youth Activities Commission                                                                                                                                  | \$25,000                      |                                         |                        |                                       |
| 3-b. Youth Resources Bureau -- Youth Service Board and Youth Activities Commission                                                                                               | \$30,000                      |                                         |                        |                                       |
| 3-c. Training (Grant from Crime and Delinquency)                                                                                                                                 |                               |                                         |                        |                                       |
| 3-d. Court Clinic -- Consulting Services to Youth Programs in Roxbury                                                                                                            | \$40,000                      |                                         |                        |                                       |
| 3-e. Education Treatment for Potential Delinquents --                                                                                                                            | \$25,000                      |                                         |                        |                                       |
| 3-f. Drop-in High School                                                                                                                                                         |                               |                                         |                        |                                       |



| PROGRAM                                                                                                                                                                                                                                                                                                                                            | LEAA<br>STATE BLOCK<br>GRANTS | STATE 1969<br>FUNDS (to be<br>expended) | DISCRETIONARY<br>MONEY                                | OTHER FUNDS<br>(not city<br>matching) |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------------------------|-------------------------------------------------------|---------------------------------------|
| <p>G. <u>Violent Crime Program</u></p> <p>3-(a-g). Develop Violence Clinic, Evaluate Mobile Psychiatric Violence Unit for Family Crises; Develop Programs for Violent Offenders and Potential Violent Offenders.</p> <p>3-(h&amp;i). Establish a Hospital Facility with Maximum Security in Boston Area to be Coordinated with <u>E</u> above.</p> | <p>\$25,000</p>               |                                         |                                                       |                                       |
| <p>H. <u>The Mayor's Drug Program -- "TURN OFF"</u></p> <p>a. Various Proposals</p> <p>b. Residential Treatment Centers, to be integrated with <u>E</u> above.</p>                                                                                                                                                                                 | <p>\$100,000</p>              |                                         | <p>D. Large City<br/>Special Grant;<br/>\$150,000</p> |                                       |
| <p>I. <u>Drunkenness</u></p> <p>3-a. Detoxification Center</p> <p>3-b. Rehabilitation Program</p> <p>3-c. Residential Treatment Centers, to be integrated with <u>E</u> above</p>                                                                                                                                                                  | <p>\$150,000</p>              |                                         |                                                       |                                       |
| <p>J. <u>Miscellaneous Specific Crimes</u><br/>(See K. Metropolitan Level Justice Agency)</p>                                                                                                                                                                                                                                                      |                               |                                         |                                                       |                                       |

| PROGRAM                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | LEAA<br>STATE BLOCK<br>GRANTS | STATE 1969<br>FUNDS' (to be<br>expended) | DISCRETIONARY<br>MONEY | OTHER FUNDS<br>(not city<br>matching)                                                                        |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|------------------------------------------|------------------------|--------------------------------------------------------------------------------------------------------------|
| <p>K. City Level Criminal Justice Agency</p> <p>3-a. Continuing Statistical Analysis of Crime and Criminal Justice System Problems</p> <p>3-b. Auto Theft Study</p> <p>3-c. Vandalism Study</p> <p>3-d. Robbery and Burglary Study<br/>Adapting Investigative Techniques and Resource Allocation from the Harvard Institute of Criminal Justice Robbery Study and the current "Combat" Zone Study</p> <p>3-e. Social Index of Conditions Which Correlate with Crime and Delinquency to Measure the Cities' Response to Conditions Which May Cause Crime</p> <p>3-f. Internal Planning Study for Management and Organization, Including Explaining a Computer Model of Criminal Justice System</p> | <p>\$30,000</p>               |                                          |                        | <p>\$90,000<br/>State Planning</p> <p>\$60,000<br/>State Research<br/>Funds<br/>(National<br/>Institute)</p> |

| PROGRAM                                                                                                                     | LEAA<br>STATE BLOCK<br>GRANTS | STATE 1969<br>FUNDS' (to be<br>expended) | DISCRETIONARY<br>MONEY | OTHER FUNDS<br>(not city<br>matching)                         |
|-----------------------------------------------------------------------------------------------------------------------------|-------------------------------|------------------------------------------|------------------------|---------------------------------------------------------------|
| 3-g. Administration and Project<br>Evaluation -- (15% of Project<br>Costs -- Funded in Project<br>Proposals Where Relevant) |                               |                                          |                        |                                                               |
| 3-h. Facilities Study                                                                                                       |                               |                                          |                        |                                                               |
| <u>TOTAL FUNDS SOUGHT</u>                                                                                                   | \$1,375,000                   | \$33,000                                 | \$385-620,000          | \$90,000-150,000<br>State Planning<br><br>Other:<br>\$104,000 |

# APPENDIX A

—Major Offenses (Not Arrests), Known to the Police and Reported to the F.B.I. Under Uniform Crime Reporting Procedure, for the Year Ending December 31, 1967

| CLASSIFICATION OF OFFENSES               | Offenses Reported | Un-founded   | Actual Offenses | Number of Offenses Cleared by Arrests |                                | Not Cleared   |
|------------------------------------------|-------------------|--------------|-----------------|---------------------------------------|--------------------------------|---------------|
|                                          |                   |              |                 | Total Offenses Cleared                | By Arrests of Persons Under 18 |               |
| 1. Criminal homicide                     |                   |              |                 |                                       |                                |               |
| (a) Murder and nonnegligent manslaughter | 72                | 1            | 71              | 46                                    | 2                              | 25            |
| (b) Manslaughter by negligence           | 30                | 10           | 20              | 17                                    | 1                              | 3             |
| 2. Forcible rape total                   | 129               | 3            | 126             | 93                                    | 10                             | 33            |
| (a) Rape by force                        | 97                | 3            | 94              | 68                                    | 7                              | 26            |
| (b) Assault to rape—attempt              | 32                | —            | 32              | 25                                    | 3                              | 7             |
| 3. Robbery total                         | 1,482             | 19           | 1,463           | 502                                   | 176                            | 961           |
| (a) Armed—any weapon                     | 679               | 7            | 672             | 223                                   | 60                             | 449           |
| (b) Strong arm—no weapon                 | 803               | 12           | 791             | 279                                   | 116                            | 512           |
| 4. Assault total                         | 4,579             | 32           | 4,547           | 1,667                                 | 226                            | 2,880         |
| (a) Gun                                  | 268               | 4            | 264             | 169                                   | 11                             | 95            |
| (b) Knife or cutting instrument          | 492               | 8            | 484             | 323                                   | 46                             | 161           |
| (c) Other dangerous weapon               | 434               | 1            | 433             | 309                                   | 59                             | 124           |
| (d) Hands, fists, feet—aggravated        | 18                | 1            | 17              | 13                                    | 3                              | 4             |
| (e) Other assaults—not aggravated        | 3,367             | 18           | 3,349           | 853                                   | 107                            | 2,496         |
| 5. Burglary total                        | 5,095             | 48           | 5,047           | 1,305                                 | 482                            | 3,742         |
| (a) Forcible entry                       | 4,266             | 27           | 4,239           | 1,096                                 | 412                            | 3,143         |
| (b) Unlawful entry—no force              | 679               | 13           | 666             | 139                                   | 50                             | 527           |
| (c) Attempted forcible entry             | 150               | 8            | 142             | 70                                    | 20                             | 72            |
| 6. Larceny—theft (except auto theft)     | 5,805             | 71           | 5,734           | 2,025                                 | 806                            | 3,709         |
| (a) Over \$50 in value                   | 2,640             | 33           | 2,607           | 704                                   | 152                            | 1,903         |
| (b) Under \$50 in value                  | 3,165             | 38           | 3,127           | 1,321                                 | 654                            | 1,806         |
| 7. Auto theft                            | 15,655            | 1,188        | 14,467          | 3,659                                 | 2,704                          | 10,808        |
| <b>GRAND TOTAL</b>                       | <b>32,847</b>     | <b>1,372</b> | <b>31,475</b>   | <b>9,314</b>                          | <b>4,407</b>                   | <b>22,161</b> |

—Major Offenses (Not Arrests) Known to the Police and Reported to the F.B.I. Under Uniform Crime Reporting Procedure for the Year Ending December 31, 1968

| CLASSIFICATION OF OFFENSES               | Offenses Reported | Un-founded   | Actual Offenses | Number of Offenses Cleared by Arrest |                                | Not Cleared   |
|------------------------------------------|-------------------|--------------|-----------------|--------------------------------------|--------------------------------|---------------|
|                                          |                   |              |                 | Total Offenses Cleared               | By Arrests Of Persons Under 18 |               |
| 1. Criminal homicide                     |                   |              |                 |                                      |                                |               |
| (a) Murder and nonnegligent manslaughter | 106               | 4            | 102             | 56                                   | 3                              | 46            |
| (b) Manslaughter by negligence           | 36                | 7            | 29              | 25                                   | 5                              | 3             |
| 2. Forcible rape—total                   | 193               | 2            | 191             | 100                                  | 22                             | 91            |
| (a) Rape by force                        | 147               | 2            | 145             | 75                                   | 15                             | 70            |
| (b) Assault to rape—attempt              | 46                | —            | 46              | 25                                   | 7                              | 21            |
| 3. Robbery—total                         | 2,171             | 11           | 2,160           | 668                                  | 154                            | 1,492         |
| (a) Armed—any weapon                     | 1,184             | 6            | 1,178           | 353                                  | 58                             | 825           |
| (b) Strong arm—no weapon                 | 987               | 5            | 982             | 315                                  | 96                             | 667           |
| 4. Assault—total                         | 4,239             | 23           | 4,216           | 1,612                                | 270                            | 2,574         |
| (a) Gun                                  | 333               | 4            | 329             | 212                                  | 15                             | 117           |
| (b) Knife or cutting instrument          | 615               | 1            | 611             | 363                                  | 70                             | 248           |
| (c) Other dangerous weapon               | 500               | 1            | 499             | 351                                  | 79                             | 148           |
| (d) Hands, fists, feet—aggravated        | 24                | —            | 24              | 17                                   | 1                              | 7             |
| (e) Other assaults—not aggravated        | 2,767             | 11           | 2,753           | 699                                  | 102                            | 2,054         |
| 5. Burglary—total                        | 6,905             | 40           | 6,865           | 1,678                                | 555                            | 5,187         |
| (a) Forcible entry                       | 5,983             | 29           | 5,954           | 1,412                                | 481                            | 4,512         |
| (b) Unlawful entry—no force              | 786               | 8            | 778             | 165                                  | 15                             | 613           |
| (c) Attempted forcible entry             | 136               | 3            | 133             | 71                                   | 29                             | 62            |
| 6. Larceny—theft (except auto theft)     | 9,421             | 76           | 9,345           | 2,319                                | 811                            | 7,026         |
| (a) Over \$50 in value                   | 5,923             | 31           | 5,889           | 1,178                                | 337                            | 4,711         |
| (b) Under \$50 in value                  | 3,498             | 42           | 3,456           | 1,141                                | 471                            | 2,315         |
| 7. Auto theft                            | 17,357            | 1,140        | 16,217          | 4,381                                | 2,894                          | 11,836        |
| <b>GRAND TOTAL</b>                       | <b>40,428</b>     | <b>1,303</b> | <b>39,125</b>   | <b>10,869</b>                        | <b>4,714</b>                   | <b>28,255</b> |

**--Workload--Population--Square Miles--Road Miles--Police Districts--For the Year Ending  
December 31, 1968**

| POLICE DISTRICTS                                                | Part I<br>Offenses | Part II<br>Offenses | Part III<br>Offenses | Custody<br>Arrests | Population | Square<br>Miles | Road<br>Miles |
|-----------------------------------------------------------------|--------------------|---------------------|----------------------|--------------------|------------|-----------------|---------------|
| District One<br>North End-Downtown                              | 4,310              | 5,265               | 11,153               | 1,640              | 21,791     | 1.369           | 78.3          |
| District Three<br>Mattapan                                      | 2,111              | 1,216               | 16,958               | 1,375              | 67,971     | 3.803           | 109.0         |
| District Four<br>South End-Back Bay                             | 9,660              | 16,452              | 31,872               | 12,151             | 50,331     | 2.131           | 71.8          |
| District Five<br>Roslindale-West Roxbury<br>Hyde Park-Readville | 2,117              | 3,189               | 12,192               | 1,098              | 95,208     | 12.192          | 135.0         |
| District Six<br>South Boston                                    | 1,177              | 5,172               | 16,238               | 2,110              | 12,115     | 2.369           | 11.3          |
| District Seven<br>East Boston                                   | 1,300              | 2,560               | 7,661                | 1,069              | 39,792     | 2.871           | 39.1          |
| District Nine<br>Roxbury-North Dorchester                       | 1,681              | 9,031               | 21,513               | 3,271              | 55,591     | 2.375           | 72.6          |
| District Ten<br>Roxbury                                         | 2,961              | 5,979               | 17,701               | 1,870              | 40,918     | 1.971           | 65.0          |
| District Eleven<br>Dorchester                                   | 2,764              | 6,631               | 20,194               | 2,239              | 87,872     | 1.638           | 87.2          |
| District Thirteen<br>Jamaica Plain                              | 1,560              | 2,780               | 8,935                | 926                | 38,651     | 1.238           | 63.4          |
| District Fourteen<br>Brighton-Allston                           | 2,175              | 2,751               | 11,171               | 1,157              | 58,515     | 1.116           | 66.3          |
| District Fifteen<br>Charlestown                                 | 571                | 1,612               | 5,023                | 819                | 17,589     | 1.323           | 22.6          |
| Total                                                           | 36,353             | 65,944              | 184,254              | 32,728             | 617,716    | 11.337          | 895.6         |
| Headquarters                                                    |                    |                     |                      | 971                |            |                 |               |
| Tactical Patrol Force                                           |                    |                     |                      | 151                |            |                 |               |
| Traffic                                                         |                    |                     |                      | 55                 |            |                 |               |
| TOTAL CUSTODY ARRESTS                                           |                    |                     |                      | 31,208             |            |                 |               |

Source: Boston Police Annual Report



**—Age and Sex of All Persons Arrested, Covering Both Pending and Completed Cases, But Excluding Traffic Arrests,  
for the Year Ending December 31, 1968**

| NATURE OF OFFENSE                                                     | 16 and Under |       | 17-20 |     | 21-24 |     | 25-29 |     | 30-34 |     | 35-39 |     | 40-44 |     | 45-49 |     | 50 and Over |     | Race   |           |
|-----------------------------------------------------------------------|--------------|-------|-------|-----|-------|-----|-------|-----|-------|-----|-------|-----|-------|-----|-------|-----|-------------|-----|--------|-----------|
|                                                                       |              |       |       |     |       |     |       |     |       |     |       |     |       |     |       |     |             |     | White  | All Other |
|                                                                       | M            | F     | M     | F   | M     | F   | M     | F   | M     | F   | M     | F   | M     | F   | M     | F   | M           | F   |        |           |
| Murder and nonnegligent manslaughter                                  | 3            | —     | 14    | —   | 7     | 5   | 18    | 1   | 12    | —   | 6     | —   | 4     | 2   | —     | 2   | 1           | 22  | 55     |           |
| Manslaughter by negligence                                            | 2            | —     | 4     | —   | 4     | —   | 9     | 1   | 1     | —   | —     | —   | 3     | —   | —     | 1   | —           | 12  | 13     |           |
| Forcible rape                                                         | 20           | —     | 33    | —   | 25    | —   | 29    | —   | 10    | —   | 5     | —   | 2     | —   | 1     | 6   | —           | 46  | 85     |           |
| Robbery                                                               | 121          | 4     | 177   | 9   | 133   | 25  | 105   | 12  | 36    | 2   | 13    | 1   | 18    | —   | 3     | 6   | —           | 287 | 378    |           |
| Aggravated assault                                                    | 102          | 14    | 188   | 12  | 170   | 24  | 150   | 25  | 60    | 13  | 70    | 12  | 40    | 8   | 20    | 7   | 46          | 3   | 389    | 603       |
| Burglary — breaking and entering                                      | 410          | 5     | 273   | 7   | 141   | 10  | 118   | 1   | 54    | —   | 43    | 2   | 24    | 1   | 9     | 1   | 11          | —   | 627    | 487       |
| Larceny — theft (except auto theft)                                   | 261          | 111   | 274   | 89  | 194   | 91  | 152   | 56  | 95    | 14  | 68    | 20  | 55    | 12  | 36    | 5   | 38          | 18  | 738    | 851       |
| Auto theft                                                            | 451          | 23    | 398   | 17  | 162   | 10  | 75    | 3   | 42    | 5   | 15    | 1   | 12    | —   | 2     | —   | 2           | —   | 790    | 428       |
| Other assaults                                                        | 80           | 15    | 135   | 17  | 132   | 13  | 152   | 12  | 124   | 9   | 75    | 1   | 39    | 7   | 35    | 2   | 35          | 1   | 482    | 411       |
| Arson                                                                 | 14           | —     | 6     | —   | 5     | —   | 6     | —   | 2     | —   | 1     | —   | 4     | —   | —     | —   | 1           | —   | 22     | 17        |
| Forgery and counterfeiting                                            | 5            | 2     | 11    | 5   | 11    | 12  | 15    | 1   | 7     | —   | 3     | 1   | 9     | —   | —     | —   | 2           | —   | 56     | 28        |
| Frauds                                                                | 4            | —     | 5     | 5   | 11    | 6   | 27    | 5   | 23    | 2   | 16    | 4   | 4     | 8   | 5     | —   | 5           | 1   | 87     | 52        |
| Embezzlement                                                          | —            | —     | 2     | —   | —     | —   | 2     | —   | —     | —   | 1     | —   | —     | —   | —     | —   | —           | —   | 4      | 2         |
| Stolen property                                                       | 79           | 2     | 114   | 10  | 95    | 10  | 87    | 4   | 50    | 4   | 38    | 2   | 21    | 1   | 8     | —   | 3           | —   | 288    | 241       |
| Vandalism                                                             | 59           | 2     | 51    | 1   | 27    | 2   | 15    | 2   | 14    | 1   | 7     | 2   | 8     | —   | 3     | —   | 3           | —   | 132    | 71        |
| Weapons violations                                                    | 18           | —     | 67    | 2   | 75    | 2   | 72    | 1   | 34    | 2   | 15    | 1   | 10    | —   | 10    | —   | 6           | —   | 176    | 148       |
| Prostitution and commercialized vice                                  | 12           | 14    | 1,091 | 93  | 60    | 375 | 13    | 124 | 15    | 30  | 5     | 5   | 4     | 7   | 6     | 8   | 2           | 1   | 340    | 648       |
| Sex offenses                                                          | 16           | —     | 34    | 2   | 15    | 15  | 20    | 6   | 11    | 1   | 12    | —   | 13    | —   | 11    | 1   | 13          | —   | 117    | 57        |
| Narcotic drug laws                                                    | 53           | 12    | 4,061 | 28  | 292   | 49  | 143   | 12  | 35    | 11  | 35    | 6   | 13    | 2   | 16    | 2   | 10          | —   | 924    | 303       |
| Gambling                                                              | 1            | —     | 12    | —   | 15    | 2   | 43    | 1   | 39    | 1   | 28    | 2   | 25    | 1   | 20    | —   | 79          | 1   | 136    | 139       |
| Offenses against family and children                                  | —            | —     | 27    | 1   | 72    | 3   | 102   | 2   | 101   | 2   | 70    | 2   | 64    | 4   | 26    | —   | 19          | —   | 325    | 172       |
| Driving while intoxicated                                             | 1            | —     | 21    | —   | 60    | 1   | 78    | 1   | 33    | 2   | 36    | 2   | 30    | 2   | 20    | —   | 31          | —   | 216    | 105       |
| Liquor laws                                                           | 12           | —     | 20    | 2   | 4     | 2   | 5     | —   | 6     | 2   | 2     | 1   | 5     | 1   | 18    | 1   | 3           | 1   | 70     | 15        |
| Drunkenness                                                           | 109          | 21    | 856   | 42  | 1,906 | 88  | 1,703 | 94  | 1,661 | 111 | 1,840 | 144 | 2,022 | 155 | 1,955 | 109 | 5,285       | 234 | 14,846 | 3,493     |
| Disorderly conduct                                                    | 36           | 3     | 76    | 13  | 49    | 5   | 11    | 2   | 1     | 1   | 5     | 2   | 1     | 2   | 3     | —   | 4           | —   | 175    | 51        |
| Vagrancy                                                              | —            | —     | 2     | —   | 1     | —   | 1     | —   | —     | —   | —     | —   | —     | —   | —     | —   | —           | —   | 3      | 1         |
| Suspicion                                                             | 2            | 3     | 36    | 7   | 24    | 5   | 8     | 6   | 2     | 2   | 10    | —   | 2     | 2   | 2     | 1   | 2           | —   | 53     | 67        |
| All other offenses (except traffic and arrests for other departments) | —            | —     | —     | —   | —     | —   | —     | —   | —     | —   | —     | —   | —     | —   | —     | —   | —           | —   | —      | —         |
| Totals                                                                | 2,288        | 5,123 | 6,956 | 513 | 3,924 | 783 | 3,311 | 387 | 2,584 | 226 | 2,475 | 226 | 2,481 | 226 | 2,235 | 145 | 5,651       | 264 | 22,570 | 9,494     |

Source: Boston Police Annual Report

**—Number of Individuals Arrested Including Traffic Arrests—Not the Number of Charges—  
for the Year Ending December 31, 1968**

| PERSONS CHARGED BY POLICE                               |                                            |                                           |                                                     | DISPOSITION              |                         |                                           |                                                          |                                                                                                               |
|---------------------------------------------------------|--------------------------------------------|-------------------------------------------|-----------------------------------------------------|--------------------------|-------------------------|-------------------------------------------|----------------------------------------------------------|---------------------------------------------------------------------------------------------------------------|
| CLASSIFICATION OF OFFENSES                              | Arrested<br>(Held for<br>prosecu-<br>tion) | Sum-<br>moned,<br>Notified<br>or<br>Cited | Total<br>Persons<br>Charged<br>(Columns<br>2 and 3) | Adults Guilty            |                         | Acquitted<br>or<br>Otherwise<br>Dismissed | Referred<br>to<br>Juvenile<br>Court<br>Juris-<br>diction | Other<br>(Include<br>pending,<br>prosecuted<br>elsewhere<br>in lieu<br>of your<br>juris-<br>diction,<br>etc.) |
|                                                         |                                            |                                           |                                                     | of<br>offense<br>charged | of<br>lesser<br>offense |                                           |                                                          |                                                                                                               |
| PART I CLASSES                                          |                                            |                                           |                                                     |                          |                         |                                           |                                                          |                                                                                                               |
| 1. Criminal homicide:                                   |                                            |                                           |                                                     |                          |                         |                                           |                                                          |                                                                                                               |
| (a) Murder and nonnegligent manslaughter                | 77                                         | —                                         | 77                                                  | 10                       | 4                       | 18                                        | 1                                                        | 18                                                                                                            |
| (b) Manslaughter by negligence                          | 21                                         | 1                                         | 25                                                  | —                        | 3                       | 7                                         | 2                                                        | 10                                                                                                            |
| 2. Forcible rape                                        | 129                                        | 2                                         | 131                                                 | 17                       | 22                      | 33                                        | 20                                                       | 56                                                                                                            |
| 3. Robbery                                              | 658                                        | 7                                         | 665                                                 | 113                      | 12                      | 102                                       | 125                                                      | 315                                                                                                           |
| 4. Aggravated assault (Return B-1a-d)                   | 976                                        | 16                                        | 992                                                 | 235                      | 79                      | 232                                       | 116                                                      | 111                                                                                                           |
| 5. Burglary—breaking or entering                        | 1,077                                      | 37                                        | 1,114                                               | 333                      | 29                      | 109                                       | 119                                                      | 101                                                                                                           |
| 6. Larceny—thief (except auto theft)                    | 1,562                                      | 27                                        | 1,589                                               | 665                      | 42                      | 205                                       | 372                                                      | 172                                                                                                           |
| 7. Auto theft                                           | 1,152                                      | 65                                        | 1,218                                               | 320                      | 58                      | 111                                       | 171                                                      | 180                                                                                                           |
| Total, Part I Classes                                   | 5,652                                      | 159                                       | 5,811                                               | 1,723                    | 279                     | 821                                       | 1,529                                                    | 2,196                                                                                                         |
| PART II CLASSES                                         |                                            |                                           |                                                     |                          |                         |                                           |                                                          |                                                                                                               |
| 8. Other assaults (Return B-1a)                         | 816                                        | 77                                        | 893                                                 | 319                      | 22                      | 273                                       | 99                                                       | 213                                                                                                           |
| 9. Arson                                                | 38                                         | 2                                         | 40                                                  | 10                       | —                       | 5                                         | 11                                                       | 19                                                                                                            |
| 10. Forgery and counterfeiting                          | 81                                         | 3                                         | 84                                                  | 16                       | 3                       | 7                                         | 7                                                        | 34                                                                                                            |
| 11. Fraud                                               | 133                                        | 6                                         | 139                                                 | 73                       | 2                       | 25                                        | 4                                                        | 15                                                                                                            |
| 12. Embezzlement                                        | 6                                          | —                                         | 6                                                   | 3                        | —                       | 2                                         | —                                                        | 1                                                                                                             |
| 13. Stolen property: buying, receiving, pos-<br>sessing | 519                                        | 10                                        | 529                                                 | 214                      | 16                      | 63                                        | 81                                                       | 206                                                                                                           |
| 14. Vandalism                                           | 169                                        | 31                                        | 203                                                 | 86                       | 3                       | 38                                        | 61                                                       | 33                                                                                                            |
| 15. Weapons: carrying, possessing, etc.                 | 319                                        | 5                                         | 324                                                 | 149                      | 1                       | 15                                        | 18                                                       | 127                                                                                                           |
| 16. Prostitution and commercial vice                    | 986                                        | 2                                         | 988                                                 | 701                      | 1                       | 84                                        | 26                                                       | 200                                                                                                           |
| 17. Sex offenses (except 2 and 16)                      | 169                                        | 5                                         | 174                                                 | 73                       | —                       | 26                                        | 16                                                       | 71                                                                                                            |
| 18. Narcotic drug laws                                  | 1,226                                      | 1                                         | 1,227                                               | 504                      | 7                       | 204                                       | 66                                                       | 195                                                                                                           |
| 19. Gambling                                            | 271                                        | 4                                         | 275                                                 | 196                      | 1                       | 37                                        | 1                                                        | 53                                                                                                            |
| 20. Offenses against the family and children            | 178                                        | 19                                        | 197                                                 | 305                      | —                       | 77                                        | —                                                        | 115                                                                                                           |
| 21. Driving under the influence                         | 318                                        | 3                                         | 321                                                 | 149                      | 20                      | 41                                        | 1                                                        | 120                                                                                                           |
| 22. Liquor laws                                         | 71                                         | 14                                        | 85                                                  | 49                       | —                       | 11                                        | 12                                                       | 27                                                                                                            |
| 23. Drunkenness                                         | 18,339                                     | —                                         | 18,339                                              | 17,551                   | —                       | 113                                       | 130                                                      | 562                                                                                                           |
| 24. Disorderly conduct                                  | 219                                        | 7                                         | 226                                                 | 117                      | 4                       | 51                                        | 41                                                       | 36                                                                                                            |
| 25. Vagrancy                                            | 3                                          | 1                                         | 4                                                   | 3                        | —                       | 5                                         | —                                                        | 1                                                                                                             |
| 26. All other offenses (except traffic)                 | 1,694                                      | 85                                        | 1,779                                               | 611                      | 10                      | 221                                       | 687                                                      | 185                                                                                                           |
| Total, Part II Classes                                  | 25,855                                     | 278                                       | 26,133                                              | 21,192                   | 93                      | 1,361                                     | 1,264                                                    | 2,906                                                                                                         |
| GRAND TOTAL                                             | 31,507                                     | 437                                       | 31,944                                              | 22,915                   | 372                     | 2,182                                     | 2,793                                                    | 5,102                                                                                                         |

**Traffic arrests:**

|                                      |                |
|--------------------------------------|----------------|
| Physical custody and warrants served | 875            |
| Citations issued                     | 123,005        |
| <b>Total traffic arrests</b>         | <b>123,880</b> |

Source: Boston Police Annual Report

## APPENDIX B

### OUTLINE OF PROBLEM AREAS

The following problems were articulated by members of the various parts of the criminal justice system in Boston and by the staff and members of The Mayor's Committee, as central to the particular crime situation in Boston. This complete list of perceived problems is included here as a backdrop to the 1970 Boston Plan - it was from this list that priorities were chosen, and against this list relief will be measured.

- I. The problem of the impact of crime on the social and economic systems of the community: as measured by physical injury, economic loss, and the loss of social mobility caused by fear;
- II. The problem of crime from the perspective of particular categories of crime:
  - A. Crimes of violence, i.e., murder, rape, aggravated and simple assault.
  - B. Robbery, burglary, and larceny
  - C. Automobile theft
  - D. Alcohol offenses
  - E. Narcotics offenses
  - F. Organized crime
  - G. Riots and other civil disturbances
  - H. Vandalism
  - I. Shoplifting and employee crimes
  - J. White-collar crime
- III. The problem of crimes from the perspective of specific geographic areas:

- A. Ghetto crime
  - B. Crimes in public housing
  - C. Crimes related to social centers such as the "combat zone".
- IV. The problem of crimes from the perspective of offender or victim characteristics, such as crimes related to age of the victim or the offender: (battered baby problems, youth crimes, and juvenile delinquency.)
- V. The problems which relate to social and economic conditions, such as low income, dependency, racial and ethnic concentrations, broken homes, working mothers, high unemployment, over-crowded and sub-standard housing, etc.
- VI. The problems which relate to the relationship of the component parts of the law enforcement and criminal justice system one to another and to the corresponding social structure.
- A. Problems of rivalry between factions.
  - B. The difficulty the system has in attempting to implement new approaches to old problems.
  - C. Duplication of services and, the lack of use of services offered.
- VII. Problems in the internal management of the component parts of the law enforcement and criminal justice system:
- A. The Police Department:
    - 1. Role definition
    - 2. Resource allocation
    - 3. Information storage and analysis
    - 4. Recruitment
    - 5. Training
    - 6. Personnel (re-evaluation of the civil service situation)

7. Crime lab
  8. Professional assistance (legal and psychiatric)
  9. Community relations and services
  10. Managing civil disorders
  11. Organized crime
  12. Security of public figures
  13. Implementing science and technology
  14. Facilities
  15. Regional problems including:
    - a. communications
    - b. information storage and retrieval
    - c. crime laboratory and police academy coordination
- B. Prosecutor and Defender Services Problems:
1. Training
  2. Procedures for non-judicial resolutions of cases
  3. District court prosecutors (police)
  4. Plea bargaining
- C. Problems of the Courts:
1. Management and administration planning
  2. Continuance scheduling
  3. Bail, preventative detention and/or summonses
  4. Court clinic utilization
  5. Sentencing alternatives, continuing supervision of offenders
- E. Problems of the Corrections System:
1. Management
  2. Handling juveniles
  3. Personnel



4. Facilities
5. Training of inmates, including vocational and college or high school
6. Parole reforms
7. Reintegration into society

F. Youth Service Administration Problems:

1. Role definition
2. Facilities
3. Personnel training

G. Crime Problems Relating to the Department of Mental Health:

1. Drugs
2. Alcohol
3. Violence
4. Role and relationship to court clinics
5. Offender re-integration into society

VIII. Problems relating to the social attitudes towards drugs, alcohol, and violence, etc.

IX. Problems relevant to community attitudes and activities:

- A. Insufficient utilization of community resources
- B. Youth activities
- C. Block security programs
- D. Police/community relations

X. The need for research into the causes of addiction, violence and other social and personality pathologies, and for analyses of demographic variables.

XI. The need for legislation and legislative study including:

- A. Granting concurrent jurisdiction between the superior court and the district court for certain types of larceny and bad checks.

- B. Removing the need to report by name for drug offenses.
  - C. Removing criminal sanctions from the use and possession of narcotics other than for trafficking.
  - D. Removing criminal sanctions from alcoholism.
  - E. Handling traffic violations.
  - F. Placing juvenile probation officers under the youth service administration.
  - G. Providing for certain regional law enforcement services.
  - H. Moving the Suffolk Court from the funding of the county of Suffolk to the state.
  - I. Providing for coordination between the department of mental health, the department of youth services, and the courts.
  - J. Providing for gun control legislation, making it a separate offense where a gun is used to commit any crime.
  - K. Reconsidering the entire criminal code and determining whether certain types of crimes such as gambling and prostitution should continue to be offenses.
  - L. Relationship of capital punishment to the objective at hand of reducing violence in the society.
- XII. The need for the development of adequate physical facilities to carry out the functions of the criminal justice system.
- XIII. The problems of identifying potential offenders, those individuals who are violence prone and crime prone.
- XIV. The problems of providing services to victims of crime.

NOTES

## APPENDIX C

### MEMBERS

#### COORDINATING COUNCIL ON DRUG ABUSE

##### Chairman

Gordon A. Martin, Jr.

- Associate Professor of Law, Northeastern University
- Author, "Drug Abuse in Boston"
- Commissioner, Massachusetts Commission Against Discrimination
- Former First Assistant United States Attorney for Massachusetts

##### Vice-Chairman

Joseph V. McBrine

- Commissioner of Penal Institutions, City of Boston
- Formerly, Boston Police Officer - Detective Bureau

##### Members

John Bartholomew

- Executive Director, Federation of Dorchester Neighborhood House
- 25 years experience in youth work

Sherrille Beverley

- 18 years old
- College freshman
- Member, Mayor's Council on Youth Opportunity

Alice Casey, D. Ed.

- Assistant Superintendent of Schools, Boston
- Former Headmaster, Girls' High
- Former board member, ABCD (Action for Boston Community Development)

Joseph T. Daly

- Public school teacher, eight years
- Boston Teachers' Union

Mary Jane England, M.D.

- Director, Child Psychiatry Center, St. Elizabeths Hospital
- Head, Allston-Brighton Mental Health Association
- Member, Brighton APAC (Area Planning Action Council)
- Advisory Committee, Project Turnabout

John Fiske, Esq.

- City of Boston, First Corporation Counsel
- Chairman, Mayor's Coordinating Committee for the Administration of Justice

Jonathan Fine, M.D.

- Deputy Commissioner, Community Health Services, Boston Department of Health and Hospitals
- Former Chief Health Advisor, Alliance for Progress
- Former Director, Public Health Program, U.S. Aid Mission to Peru

Marion Freedman

- Staff member, Department of Youth Services, Commonwealth of Massachusetts
- Formerly drug education coordinator, United Community Services

Sister Margaret Gorman

- Professor of Psychology, Newton College of the Sacred Heart
- Consultant to U.S. Army and U.S. Air Force

Clarence (Jeep) Jones

- Executive Director, Mayors' Youth Activities Commission
- Formerly, Probation Officer, Boston Juvenile Court



William P. Kearney

- Senior Inspector, Drug Control Section, Department of Public Health

Stanley Klein, Ph.D.

- Practicing clinical psychologist
- Assistant Professor, University of Massachusetts, Boston

Richard Lee

- Assistant Health Planner, Boston's Model Cities Agency

David Lewis, M.D.

- Assistant Professor of Medicine, Harvard Medical School
- Director of Medical Out-Patient Department and Emergency Unit, Beth Israel Hospital, Boston
- Incorporator, "The Medical Service" - 1 Walnut Street

Captain Daniel J. MacDonald

- Commanding Officer, Vice and Narcotics Bureau
- Boston Police Department, 22 years

Clyde Morgan

- Director, Martha Eliot Drug Rehabilitation Unit
- Ex-addict, treated at Boston State Hospital

Robert Remick

- 15 years old
- sophomore, Hyde Park High School

Alex .Rodriguez

- Senior Regional Planner, United Community Services
- Formerly, Director, Cooper Community Center
- Member, SEPAC (South End Project Area Committee)
- Board of Directors, APCROSS (Association for Promoting the Constitutional rights of the Spanish Speaking)
- Board of Trustees, New School for Children in Dorchester, Boston

Ciriaco Tordiglione

- Probation Officer, East Boston District Court
- Counselor, Narcotics Addict Rehabilitation Program,  
East Boston
- 9 years, social worker, Public Welfare Department

Executive Secretary

James M. Breay

- Special Assistant to the Mayor
- Former, Deputy Director, Office of Public Service
- Former, Psychiatric Social Worker -- Douglas A. Thom  
Clinic for Children

"TURN OFF"

MAYOR'S DRUG PROGRAM

- I. TREATMENT: The goal is to create within the City of Boston, both by means of municipal resources alone and in collaboration with other governmental and private agencies, a comprehensive set of treatment facilities with capacity for both in-patient and out-patient care of drug dependent persons.

City Operated Programs

1) Emergency telephone center: An emergency telephone center will be opened designed to provide information, referral services, and crisis consultation for drug users, parents, and concerned citizens. The center, a 24-hour per day facility, will be located in the emergency ward of Boston City Hospital and will be supervised by medical personnel who will be available at all times to respond to crises involving drug use. The center will work closely with other emergency services available in the community such as: the emergency rooms of general hospitals, Project RAP, Project Place Switchboard, Rescue, Inc., The Poison Information Center, etc.

Estimated cost in 1970 -- \$55,000

Source of funds -- Supplemental appropriation to Health and  
Hospitals Department

Target date -- April 6, 1970

2) Detoxification Center and Day Hospital: an in-patient detoxification center (10 beds) will be opened at the in-patient psychiatry service of Boston City Hospital which is located on the grounds of the Mattapan Chronic Disease Hospital. In addition to the ten beds for medically supervised withdrawal from drugs, a day hospital program of group therapy, occupational counselling, and individual psychotherapy will be operated within the same building.

Estimated cost in 1970 -- \$134,000

Source of Funds -- Supplemental appropriation to Health and Hospitals Department

3) Out-patient Treatment Centers: Two out-patient treatment centers for drug dependent persons will be opened during the month of July. One center is to be located in the Whittier Street Health Unit which serves the South Ends, Jamaica Plain, and Roxbury; the second center will be located in East Boston. The Whittier Street facility is already in partial operation with a contract from the Massachusetts Drug Rehabilitation Board, a division of the Commonwealth's Department of Mental Health. Each treatment center will have the capacity for all modes of out-patient therapy including: individual counseling, group psychotherapy, out-patient withdrawal, and methadone therapy -- both methadone withdrawal and a modified program of methadone maintenance.

Estimated cost in 1970 -- \$200,000

Source of Funds -- Supplemental appropriation to Health and Hospital Department plus current contract with Drug Rehabilitation Board

Target date -- July, 1970

4) Residential Treatment Centers for Teenage Drug Users:  
Prior to the 1970-71 school year the city will open the first of a series of residential treatment centers for teenagers with a combined capacity of 100 patients. These treatment facilities will be operated by an experienced youth serving agency under contract to the city; appropriate medical and psychiatric services will be provided by the Department of Health and Hospitals; educational and vocational services will be provided by the Boston School Department. Each center will have a capacity of 20 to 25 patients. The facilities will accept voluntary admissions and referrals from the courts, A therapeutic milieu offering a complete range of treatment modalities is planned.

Estimated cost in 1970 -- \$100,000 to \$200,000

Source of Funds -- Safe Streets Bloc Grant

Supplemental appropriations

Private funding

Target date -- August, 1970

#### Collaborative projects

1) A 22 bed drug-dependency treatment center is currently operated at the Boston State Mental Hospital. Utilization of the in-patient treatment resources of this institution could be improved by the addition of a halfway house - intake center located off the grounds of the hospital. The City has committed itself to provide such a facility to be leased and operated by Boston State Hospital.



2) West-Ros-Park Mental Health Center is an outreach arm of Boston State Hospital serving the Boston neighborhoods of West Roxbury, Roslindale, and Hyde Park. The city has committed itself to locate facilities for the mental health center's community team and facilities for an outreach center for young drug users.

3) Boston University Mental Health Center has received approval of a \$500,000 grant from the National Institute of Mental Health for treatment of drug dependent persons. Some services under the BUMHC program will be subcontracted to community-based agencies -- FIRST, Poro-Afro, and Project Place. In addition, a day hospital program will be located in the City's Whittier Street Clinic and operated in conjunction with the out-patient treatment program of that clinic.

4) Massachusetts Mental Health Center is currently applying for a similar NIMH grant in collaboration with Peter Bent Brigham Hospital, Washingtonian Hospital, DARE, Inc., the Martha Eliot Drug Rehabilitation Committee, and Project Turnabout.

II. EDUCATION: The goal of the Coordinating Council is to stimulate education programs regarding drug abuse in the public and private schools within the City of Boston; evaluate the effect of such programs; and provide information to teachers and educational administrators regarding the nature and extent of drug abuse among the City's school-age children.

## City Operated Programs

1) Pilot Program: A pilot drug education program in 120 classrooms will begin in May. Junior and senior high school teachers will be invited to participate in three Saturday teacher training sessions conducted by members of the Coordinating Council and by experienced educators, police officers, and ex-addicts. Educational material consisting of a teacher's manual, student handbooks, and tape-recorded interviews with drug users will be provided for use in order to provide consultation to the teachers based upon actual classroom experience.

Estimated cost in 1970 -- \$65,000

Source of Funds -- LEAA Large City Special Grant

Target date -- Training sessions on May 2, 9, & 16.

2) Seminars for teachers and school volunteers; Prior to the opening of the 1970-71 school year, the Coordinating Council will sponsor a series of seminars for classroom teachers and school volunteers designed to provide them with a basic knowledge regarding drugs and patterns of drug abuse among junior and senior high school children.

Estimated cost in 1970 -- \$3,000

Source of Funds -- Coordinating Council budget

Target date -- Last week of August, 1970

3) The Model Cities Agency has launched a program of drug education within classrooms of schools located within the Model Cities area. Some teachers from these schools will participate in the pilot drug education program to be offered in May. Additional resources for classroom discussion and use are being planned for use within those schools by the Health Planning Division of the Model Cities Agency.

III. PREVENTION -- Neighborhood Action: A comprehensive attack on drug abuse must contain a component for the education and active participation of local residents; parents, teenagers, the clergy, private medical personnel, community agencies, etc. The Coordinating Council will offer technical assistance and funds to support a variety of neighborhood planned and operated service programs.

1) Neighborhood Drug Action Committees: Throughout the months of April and May, the Coordinating Council in collaboration with the Office of Public Service which operates Boston's 14 Little City Halls, will attempt to establish at least fifteen drug action committees. These groups will be urged to assess the nature of the drug problem in their own areas and to set priorities for programs designed to combat drug abuse. Such programs might include: counselling services for parents and teenagers; a "hot-line" to assist drug users at times of crisis; intensive drug education programs and seminars throughout the community; drug information centers; drop-in centers for teenagers, etc. The Coordinating Council will establish a fund with which to contract for services planned by the Neighborhood Drug Action Committees.

Estimated cost in 1970 -- approximately \$150,000

Source of Funds -- \$50,000 from Coordinating Council

Balance from private sources

Target date -- April and May for Committee organization

Services to begin in June and July

2. Drug Identification Service: This service is designed to offer factual information to drug users and parents about the effect of various substances which are in the possession of many school-age children in the city. The service will operate as follows: hospital emergency rooms, neighborhood health centers, and other medical facilities located throughout the city will be supplied with numbered envelopes for the acceptance of drug samples. A person leaving such a sample, without identifying himself, will be given the envelope tab containing an identifying number and a telephone number which he can call after three days. When the individual telephones and identifies himself by number he will be given the following information: a) the name of the substance or the class of drugs; b) its medical uses; c) its common abuses; d) its general effects upon the body; e) its dangers and side effects. In addition, the caller will be told: a) "if you are a parent and wish to obtain counseling, here is how you may do so...;" b) "if you are a user of this substance and wish to obtain treatment, here is how you may do so...;" c) "if you wish to give information to the police, here is how you may do so..."

The information given over the telephone will also be available in a series of written brochures which can be obtained at branch libraries and youth agencies throughout



the city. Each brochure will also contain relevant information regarding counseling, treatment, and cooperation with law enforcement agencies.

Estimated cost in 1970 -- \$42,000

Source of Funds -- LEAA Large City Special Grant

Target date -- To begin operation by mid-April

3) Speakers Bureau, Films, and Public Information:

In collaboration with the Education Officer of the Boston Police Department's Drug Control Unit, the Coordinating Council will launch an intensive public education program drawing upon films, demonstrations, and speakers from law enforcement agencies and from among the members of the Coordinating Council. A film library will be established, together with appropriate audio-visual equipment, for use by the speakers. A library of pamphlets and other printed information will be compiled to be sent to individuals and groups upon request.

Estimated cost in 1970 -- \$13,000

Source of Funds -- LEAA Large City Special Grant

Target date -- May, 1970

Collaborative Project

1) Runaway teenagers, many of whom also use drugs, have become a problem of major proportions within the past two years.



The City of Boston is currently attempting to locate two facilities to be leased to operating agencies--Project Place and the Association of Boston Urban Priests--to serve as hostels and temporary shelters for such teenagers.

#### IV. LAW ENFORCEMENT AND CRIMINAL JUSTICE PROGRAMS:

In collaboration with the Boston Police Department, Federal Bureau of Narcotics and Dangerous Drugs, the Massachusetts State Police, and other law enforcement agencies, the Coordinating Council on Drug Abuse endeavors to strengthen the capacity of these agencies to apprehend suppliers of dangerous drugs. In addition, the council wishes to provide alternatives to incarceration for the rehabilitation of the individual drug user who has been apprehended.

##### 1) Boston Police Department-Drug Control Unit:

A special 40-man Drug Control Unit was formed on February 11, 1970. This unit, under central administrative direction, is deployed throughout the various police districts of the city and has, in addition, a mobile cadre of specialists who can provide supportive services. The Department is currently endeavoring to improve the training of the officers assigned to this unit, improve its record-keeping capacity, develop an undercover unit, and upgrade the required laboratory facilities for rapid identification of seized samples.

Source of Funds -- Police Department Budget

Target date -- operational

2) Federal Bureau of Narcotics Training School:

Two weeks of intensive training by specialists from the Federal Bureau of Narcotics and Dangerous Drugs are being offered to 40 Boston police officers, members of the Massachusetts State Police, and representatives of police departments from throughout New England. The Federal Bureau School has been brought to Boston by Richard Callahan, New England Director of the Federal Bureau, at the request of Mayor Kevin H. White and Police Commissioner Edmund McNamara. The school is being conducted in the Boston Police Academy.

Source of Funds -- Police Department Budget and  
Federal Bureau of Narcotics

Target Date -- March 30 through April 10, 1970

3) Probation Officer Aide and Training Program:

One member of the Coordinating Council, a probation officer in the East Boston District Court, currently has a caseload of 120 offenders, 50 of whom are released drug addicts. Two ex-addict aides will be hired to assist the probation officer in the supervision of his caseload. An evaluation program will be conducted by a committee of experienced law enforcement personnel. The results of this experiment and evaluation will be expanded into a training program for other district court probation officers within the City of Boston.

Estimated cost in 1970 -- \$30,000

Source of Funds -- LEAA Large City Special Grant

Target Date -- Aides June, 1970; Training, September, 1970.

## Collaborative Projects

### 4) Halfway House for Released Addict Offenders:

The Massachusetts Parole Board, Department of Corrections, Division of Legal Medicine, and Massachusetts Halfway Houses, Inc. are currently preparing plans for an in-prison treatment program and parolee halfway house for drug dependent criminal offenders. The City of Boston has agreed to locate a suitable facility and lease it to the operating agency.

## V. ADMINISTRATIVE COSTS

This item includes costs for staff, office equipment and supplies, transportation, and contractual services not covered by the specific program items enumerated above. The major responsibility for coordination and administration of the Turn Off Program resides in the Executive Secretary of the Coordinating Council. Assisting him in his tasks will be: an administrative assistant, a community organizer, a secretary-stenographer, and two summer interns.

Estimated cost in 1970 -- \$55,600

Source of Funds -- Appropriations to Coordinating Council

Target date -- operational

# TURN OFF BUDGET SUMMARY

| <u>Program</u>                | <u>Source of Funds</u> |                        |                        |
|-------------------------------|------------------------|------------------------|------------------------|
|                               | <u>City</u>            | <u>Federal</u>         | <u>Other</u>           |
| TREATMENT                     |                        |                        |                        |
| Emergency Telephone Center    | \$ 55,000 <sup>1</sup> |                        |                        |
| Detoxification & Day Hospital | 134,000 <sup>1</sup>   |                        |                        |
| Outpatient Centers            | 200,000 <sup>1</sup>   |                        |                        |
| Residential Medical Centers   |                        | \$100,000 <sup>3</sup> | \$100,000 <sup>5</sup> |
| EDUCATION                     |                        |                        |                        |
| Pilot Program                 |                        | 65,000 <sup>4</sup>    |                        |
| Seminars                      | 3,000 <sup>2</sup>     |                        |                        |
| PREVENTION                    |                        |                        |                        |
| Neighborhood Committees       | 50,000 <sup>2</sup>    |                        | 100,000 <sup>5</sup>   |
| Drug Identification           |                        | 42,000 <sup>4</sup>    |                        |
| Speakers Bureau               |                        | 13,000 <sup>4</sup>    |                        |
| LAW ENFORCEMENT               |                        |                        |                        |
| Drug Control Unit             | *                      |                        |                        |
| Federal Bureau School         | *                      |                        |                        |
| Probation Project             |                        | 30,000 <sup>4</sup>    |                        |
| ADMINISTRATIVE                | 55,600 <sup>2</sup>    |                        |                        |
|                               | \$ 497,600             | \$250,000              | \$200,000              |

GRAND TOTAL -- \$947,600

- 1) Supplemental to the Department of Health and Hospitals
- 2) Coordinating Council Budget
- 3) Bloc Grant
- 4) LLEA Special Large City Grant
- 5) Money from private sources
- \*) Existing departmental budgets

## FOOTNOTES

### I. INTRODUCTION

1. This was the most recent year for which complete statistics were available.
2. A survey conducted for the President's Crime Commission showed that about three times as many index crimes occurred as were reported in police statistics. (Index crimes are the same as major offenses, except to exclude simple assaults.) (Task Force Report: Crime and its Impact - An Assessment, The President's Commission on Law Enforcement and Administration of Justice, page 18.) Statistics from the Uniform Crime Reports, 1968 Annual Report.
3. Task Force Report: Crime and its Impact - An Assessment, the President's Commission on Law Enforcement and Administration of Justice, page 87.
4. Ibid., page 89.
5. The Report of the President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, page 6, and, the Report of the President's Commission on the Causes and Prevention of Violence; To Establish Justice, to Insure Domestic Tranquility, page 55. (emphasis added to the latter.)
6. Op.cit., The Challenge of Crime in a Free Society, page 273.
7. Op.cit., To Establish Justice, to Insure Domestic Tranquility, page 48.
8. James Q. Wilson, "What Makes a Better Policeman?," The Atlantic Monthly, March 1969, page 135.



9. Op.cit., To Establish Justice, to Insure Domestic Tranquility, page 271.
10. Task Force Report: Science and Technology, The President's Commission on Law Enforcement and Administration of Justice, page 93.
11. Task Force Report: Law and Order Reconsidered, The President's Commission on the Causes and Prevention of Violence, page 269.

II-A. CITIZEN SECURITY

1. Boston Police Department 1967 and 1968 Annual Reports.
2. Task Force Report: Assessment of Crime, The President's Commission on Law Enforcement and Administration of Justice, page 80.
3. The Report of the President's Commission on the Causes and Prevention of Violence, To Establish Justice, to Insure Domestic Tranquility, page 25.
4. Loc.cit., page 35.

II-B. POLICE EFFECTIVENESS

1. Uniform Crime Reports, 1967 Annual; 2.7 per 1,000 is the average for cities with populations over 250,000.
2. Work in progress at the Institute for Criminal Justice at Harvard University.

II-C. DISTRICT COURT PROSECUTORS

1. From "General Description and Analysis of the Lower Criminal Courts," an unpublished joint study of the Lawyers' Committee for Equal Rights Under Law, and the Governor's Committee on Law Enforcement and Administration of Criminal Justice, page 19.

2. Ibid., page 53.

#### II-D. COURT IMPROVEMENT

1. "General Description and Analysis of the Lower Criminal Courts," an unpublished report on a joint study by the Lawyers' Committee for Equal Rights Under Law, and the Governor's Committee on Law Enforcement and Administration of Criminal Justice, page 9.
2. Ibid., page 2 and 59.
3. Ibid., page 33.
4. The Basic Structure of the Administration of Criminal Justice, Massachusetts Correctional Association, page 35.
5. Report of the Task Force on Public Safety to the Lieutenant Governor of the Commonwealth of Massachusetts, page 26.

#### II-E. CORRECTIONS - REHABILITATION

1. National Poll, conducted in late 1969 and early 1970 by the Harris Organization.
2. The Basic Structure of the Administration of Criminal Justice in Massachusetts, Massachusetts Correctional Association, page 125.
3. Task Force Report: Law and Order Revisited, The President's Commission on the Causes and Prevention of Violence, page 272

#### II-F. JUVENILE DELINQUENCY

1. Uniform Crime Reports.
2. Boston Police Department 1968 Annual Report.
3. James Q. Wilson, Crime in the Streets, page 206.

II-G. VIOLENT CRIME

1. Boston Police Department.
2. Uniform Crime Reports, and James Q. Wilson, Crime in the Streets, page 206.
3. Ibid.
4. Uniform Crime Reports.
5. The New York Times Magazine, November 24, 1968, page 59ff.
6. Ibid.
7. Ibid.
8. Ibid.
9. Task Force Report: Crime and its Impact - an Assessment, the President's Commission on Law Enforcement and Administration of Justice, page 18.
10. Op.cit., Crime in the Streets, page 207.
11. Uniform Crime Reports, "Careers in Crime."

II-H. DRUGS

1. Reported in the Boston Globe, March 15, 1970.

II-I. DRUNKENNESS

1. Lane, Policing the City, page 134.
2. The Boston Police Department, and Report on the Comprehensive Alcoholism Treatment and Rehabilitation Act, Attorney General's Task Force on Alcoholism, Table 8.
3. The St. Louis Detoxification and Diagnostic Evaluation Center, LEAA Project Report, Grant #284(s.093).

II-J. SPECIFIC CRIMES

1. All statistics from the Uniform Crime Reports.
2. Boston Police Department 1968 Annual Report.
3. The New York Times Magazine, October 6, 1968, page 107.
4. Ibid., page 110.
5. Time Magazine, January 19, 1970, page 45.

II-K. JUSTICE AGENCY

1. Task Force Report: Law and Order Reconsidered, The President's Commission on the Causes and Prevention of Violence, page 269.
2. Ibid.
3. Ibid., page 265.













